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ABSTRACT

This report describes and analyzes the programs of the Education Fund of District Council 37 of the American Federation of State, County, and Municipal Employees (AFSCME) in New York City. The Education Fund is a program carried out by the union to provide a wide variety of educational curricula, many on its premises, for the union's thousands of members in clerical, blue collar, and professional occupations. The Educational Fund has a participation rate well above the average of 4-5 percent nationwide for employer-sponsored tuition-assistance plans. The report describes the structure, membership, facilities, and services of the union; current programs and services of the Education Fund; background and development of the Fund, including history and objectives; the key provisions of the Education Fund (eligibility, admissions, class location and scheduling, curriculum, and financing); administration of the Fund; support services provided to participants, such as counseling, a learning lab, and a library; promotion of the Fund; member use rates; and assessment of the Fund's success. (KC)

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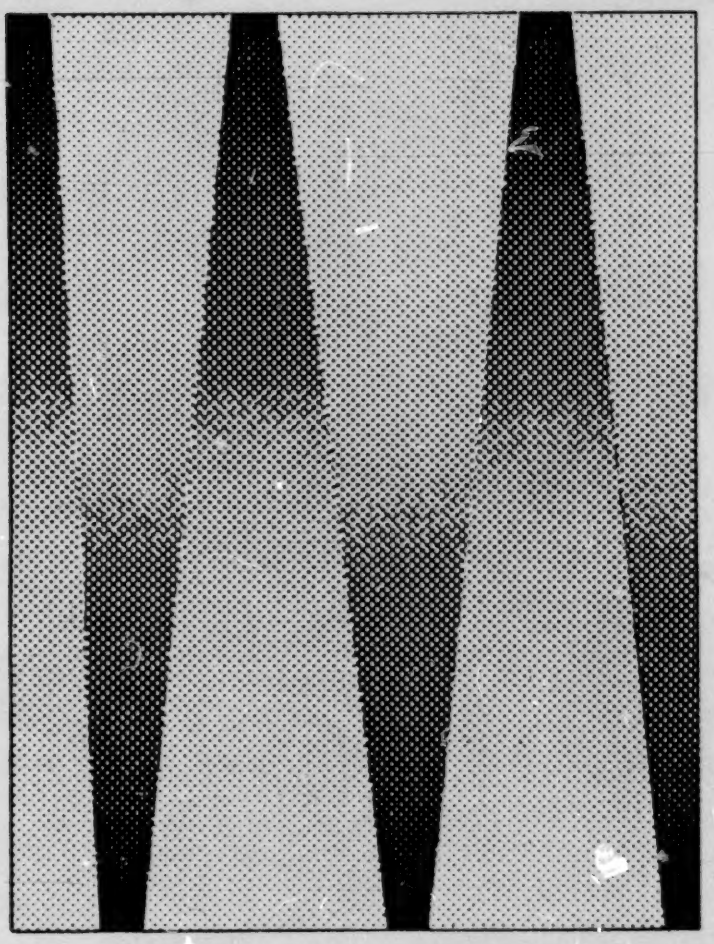

The Education Fund of District Council 37: A Case Study

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September 1979

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John Toto, Director of DC37's White Collar Division, and Rose Ann Pizzonia, an Education Fund Administrative Assistant, were instrumental in setting up key interviews with union and city officials, program directors, and others. Dr. Jerome Contee, Assistant Director for Skills Development at the time the study was conducted, and Bernard Rifkin, faculty member of the College of New Rochelle at the DC37 Campus and former DC37 Education Director, provided opportunities to interview students.

Invaluable counsel on the design of the study and the case study report was provided by project staff and consultants.

Jane Shore
September 1979

PREFACE

Adult Americans have been participating in formal education and training programs in record numbers in recent years. The trend is generally viewed as a positive development.

There is a rub; it involves the low profile cast by working class Americans in the ranks of participants in the adult learning boom. The hourly assembly line worker, the skilled craftsperson, the salesperson, the secretary ... those alternately called the blue and pink collar workers ... by all available estimates are not participating at levels even remotely proximate to their numbers in the population.

There is within this circumstance many a paradox. Estimates suggest that somewhere between 40% and 70% of this population are "would-be-learners", that is people who say they want to participate in education and training programs. Yet the several studies of participation by working Americans in tuition assistance programs (in which financial barriers to continuing education are largely overcome) have consistently revealed overall use rates in the range of 4-5%.

That one of the single largest audiences and potential constituencies for continuing education and training programs is currently not taking advantage of existing opportunities presents a significant public policy challenge. Especially is this so because of the importance of this large segment of society to the future productivity of individual enterprises and the broader economy. A question that emerges in various forms is: Where does the "problem" lie? Is the "problem" in the available opportunity or is it in the "would-be-learner" audience? Many observors would point to that 4% use rate figure with resignation. The evidence presented in this paper and in other case studies in this series suggests a need to look more closely at how the opportunity--tuition assistance for education and training -- is structured.

The programs described in these studies have attained rates of worker participation far in excess of national norms. They offer examples of promising programs and practices to those in industry, unions, education institutions, and government concerned with enhancing the education and training opportunities for workers.

In the pages to follow, Ms. Jane Shore, Program Associate at the National Manpower Institute, relates a story worth telling. Described and analysed here are the programs of the Education Fund of District Council 37 of the American Federation of State, County and Municipal Employees (AFSCME) in New York City. This report is about a program that works for the City of New York, which finances the program; for the union, DC 37, which houses and supports its programs; for the education institutions that provide course offerings; and for the adult working Americans, chiefly members of "DC 37", who have more than a nominal stake in the educational fare.

The story is about why it works. It is based on responses to many questions asked of participants in Education Fund programs, of Fund administrators and staff, of union and city officials, and of the considerable documentary evidence to which NMI researchers were granted generous access. The questions asked were informed by many sources, principal among them being the members of NMI's National Advisory Committee and the findings from a major survey research effort carried out by NMI in 1976 and 1977 which sought to shed light on the extent of negotiated tuition assistance programs and factors contributing to the low rates of worker utilization of tuition assistance benefits. (The results of this effort are reported in summary form in An Untapped Resource: Negotiated Tuition Aid in the Private Sector - Charner et. al., 1978).

This and its companion studies of highly utilized tuition assistance programs -- the Educational Opportunities Plan of Kimberley-Clark Corporation and Polaroid Corporation's Tuition Assistance Plan -- were begun in earnest nearly a year ago. These are the first of a series of reports on promising programs and practices and critical public policy issues in worker education and training initiated under NMI's Project on Worker Education and Training Policies which is financed (under contract) by the National Institute of Education.

These case studies were importanly influenced in their content and form by two considerations. The first concerned the slender body of literature on tuition aid, in general, and promising programs and practices in tuition aid, in particular. With phenomenal growth in the incidence of tuition aid programs in private industry and the public sector, and the consequent growth in the potential importance of tuition aid as a resource to working Americans, employers, unions, and those education institutions seeking to better reach the adult learning audience, enhanced knowledge about this resource and how to make it work appeared to us to be an urgent need. These case studies were designed to contribute to that knowledge base, with a view to meeting the interests of a differentiated audience of employers, unions, and education officials.

The second consideration involves the methods employed to

develop these case study reports. Our purpose was to fathom how these programs are designed, how they function, and how well they meet the purposes of program users and sponsors; and then to discuss those features in the contextual environment and in the program's "operant mechanics" that seem to account for the high worker use rates. Our purpose was not to test a theory. It is premature for that, given the complex social situations and complex social organizations involved. Because our interest was to enhance discovery and to provide texture in the description, we relied heavily on a qualitative field research approach using a blend of techniques: observation, informant interviewing, document analysis, and small group discussions. The method is costly, rigorous, and demanding on the time of researcher and respondent alike. It is our belief that the results are enhanced by the method. We hope that the reader agrees.

A prerequisite in this kind of case study is access to people knowledgeable about the program's administration, to users of the program, to people outside the sponsoring organization with informed perspectives about the program, and to documentary information. NMI was granted generous access to such people and records by senior officials of District Council 37 and by the Administrator and the Associate Administrator of the Education Fund. We are indebted to these officials and to the many staff members and clients of the Education Fund programs who put aside time in their busy schedules to share their experiences, perceptions, and knowledge with us.

Gregory B. Smith
Director
Worker Education
and Training Policies Project

THE EDUCATION FUND OF DISTRICT COUNCIL 37
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EXECUTIVE SUMMARY
THE EDUCATION FUND OF DISTRICT COUNCIL 37: A CASE STUDY

Purpose of the Study and Methodology

While the documented rate of worker participation in tuition-assisted education programs falls at between 4 and 5 percent, several programs have achieved notably higher levels of usage. A study of the features and operation of these "successful" programs may yield significant findings for policy makers as well as for those attempting to enhance participation in particular programs.

It was with this in mind that a study was undertaken of the collectively bargained Education Fund of AFSCME's[1] District Council 37 in New York City. The Education Fund is unique both because of the range and diversity of its highly subscribed educational offerings and because it is union administered (in the sense that it is overseen by a board of union members and it operates out of the union's headquarters). The City of New York provides an established amount of money for each of over 76,000 eligible public service employees to the District Council 37 (DC37) Education Fund, which is to be used for education and training.

Research on the DC37 Education Fund, conducted October 1978 through February 1979, consisted of seven days of on-site interviewing and direct observation at the union, as well as extensive document collection and analysis. Interviews were conducted with staff and administrators of the Education Fund and the union, Education Fund students, and city officials.

Union Context

DC37, with its 110,000 members, is the largest Council of AFSCME. In addition to its large size, it is also noted for the demographic and occupational diversity of its membership. Members work in thousands of locations within the city, in jobs ranging from low-paying, unskilled positions to high-paying, professional ones. The range of occupations is reflected in the Council's six

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[1] AFSCME stands for the American Federation of State, County and Municipal Employees, which is a public service union affiliated with the AFL-CIO.

membership divisions: Schools, Blue Collar, Hospitals, Professional and Cultural, Administrative and Clerical, and White Collar. This diversity, however, is somewhat less evident in the population eligible for the Education Fund benefit. This population includes many clerical and hospital workers (often in low-paid or low-skill positions), while excluding many professional and blue collar workers in higher-paid, high-skill positions.[1]

From the union headquarters in lower Manhattan, a wide array of services and benefits is provided to the membership. Such services include: a comprehensive health plan, a legal services program, a personal services unit, a political action department, a retirees association, and a program of recreational activities for members' children.

Development of the Education Fund

Since 1971, the City of New York has contributed to the DC37 Education Fund $25 per covered employee to be used to meet a general set of educational objectives. In an attempt to fulfill the learning needs of a very diverse population, the Fund has, over the years, developed a wide range of educational programs and offerings. Most of these offerings are in basic skills development programs (including, for example, High School Equivalency, English as a Second Language, and Reading Improvement), college degree programs (DC37 campuses of Hofstra University and the College of New Rochelle,[2] Labor/Liberal Arts for Women, and the Tuition Refund Program), and career-related programs (Clerical Skills, Test-Taking Preparation, Accounting, Nursing etc.) While the exact rate

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[1] Through a new contract agreement scheduled to be implemented in 1979, 20,000 additional employees will be covered for the Fund benefits for the first time, including many in blue collar and professional positions.

[2] The latter, which represents the only four-year accredited college on a union premises, is not technically part of the Education Fund. However, many of its' students are Fund members who finance their schooling through the Tuition Refund Program.

of participation in these programs is not known, it is estimated to be well above the national average, and demand for a number of programs is reportedly very high, with a substantial number having waiting lists.

The Education Fund evolved out of the union leadership's attempts, in the 1960's, to meet the perceived needs of workers for education and training which would lead to job upgrading and promotional opportunities within the city's civil service system. Because of the enthusiastic response of the membership, this emphasis on career development has continued and is very evident in the focus of Fund programs today. Whether through learning English, passing a civil service test, or obtaining a diploma or college degree, career advancement is the primary objective of most participants. The importance of this objective was confirmed by staff, students, and city officials alike.

While bargaining units of clerical and hospital workers first negotiated with the city for educational funds in 1969 (and other units subsequently did so), it was in 1971 that the District Council 37 Education Fund, administered by a Board of Trustees of union members, was formally established.[1] Despite changes in the educational offerings of the Fund, the financial and administrative arrangements still stand.[2]

Key Provisions of Fund Programs

Key provisions and features of Education Fund programs can be characterized by an attempt to reduce barriers to participation in education faced by working adults who are returning to school after a long absence. These features and provisions include:

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[1] Prior to 1971, educational funds were administered by the city.

[2] There will, however, be some changes in these arrangements when the new contract agreement goes into effect.

- Flexible, simplified admissions procedures, with a minimum of the bureaucracy and red tape which students reported encountering at other schools.
- Scheduling arrangements enabling many students to attend classes on their way home from work. Most classes are held on evenings or Saturdays at union headquarters, and alternative arrangements often exist to accommodate work shifts.
- A diversified, nonrestrictive curriculum. Programs are designed to meet a variety of learning needs and styles, and degree programs are not required to be job related.
- Little or no out-of-pocket expenses for students, made possible through the existence of a fund which is to be spent only on education programs (unlike some programs in which education is seen as a cost item for the organization sponsoring them).
- An accessible network of support services, including widely available group and individual educational counseling, a learning lab for tutoring and individual instruction in basic skills, a library, and a staff of faculty and administrators who reportedly often act as advisors to students.
- Widespread publicity of the Fund and its programs, through the highly popular union newspaper, word-of-mouth, referrals, notices etc. Especially because of the former, there is a high level of awareness of the existence of Fund programs.

Assessment of Education Fund Success

Overall, the Education Fund is seen by the union as successful because it meets its stated objectives and succeeds in attracting large numbers of students, most of whom have positive reactions to its programs.

The Fund is seen primarily as enhancing the career development opportunities of its users. Given the larger economic context in which the Fund exists, it may be that these opportunities will be very limited; however, education is still a necessary prerequisite for any which are available.

Other reported major outcomes of Fund use are: improved job performance; increased self-esteem, interpersonal skills, and self-confidence; improved family relations; greater readiness to pursue further education (in the psychological sense or in terms of credentials or skills); and increased involvement in the union as a whole.

The success of the District Council 37 Education Fund in attracting large numbers of students - many of whom have been out of school for years and have families to raise - can be viewed as the interplay of three key elements: the educational needs of the eligible population, the union context in which the education is offered, and the Fund's program features which ease the transition of working adults back into the classroom.

First, many Fund members have significant educational needs because they are concentrated in entry-level or low-paying jobs and lack the education and skills necessary for advancement in the civil service system, a system in which mobility and promotion depend heavily upon passing tests and acquiring educational credentials. Education and training needs increase as New York's economic crisis worsens and job security and advancement become more difficult to achieve. Second, education is offered in the context of the uniquely personalized and service-oriented union. Members feel that DC37 is "theirs", that its services are there to be used, and that it provides a supportive atmosphere in which they can meet many of their needs along with their peers. Further, the top union leadership strongly espouses the value of education and encourages the use of the Education Fund, with the result that members not only feel entitled to use the Fund benefit but feel that it is in their best interest to do so. And, finally, once these members reach the Education Fund, they study with other adults and co-workers in a program which is tailored to their specific educational requirements by virtue of the program features and provisions outlined earlier.

The Education Fund's success appears, in sum, to be partly attributable to factors inherent in the particular context of the union and New York City. Importantly, however, many elements of its success are features which are clearly adaptable to other settings, and, thus, may well have relevance for others wishing to broaden the educational opportunities of working adults.

I. INTRODUCTION

> Thousands of New York City public employees each week willingly travel miles at night, in the winter and even on weekends, to participate in education programs sponsored by District Council 37 of the American Federation of State, County and Municipal Employees (AFSCME).

Since the average rate of participation in tuition-assisted education and training programs is only 4 to 5 percent nationally, why is the District Council 37 (DC 37) program so popular? The answers to this question are of great interest to public and private policy-makers alike. While each education plan is the result of a unique environment and set of circumstances, certain features and provisions clearly are adaptable to other settings. The findings in this report are of value to corporate, union, and university officials concerned with improving the performance of the employee educational programs in which they are involved.

The DC 37 Education Fund is unique in two respects. First, it is overseen by a board of union members and operates out of union headquarters.[1/] Second, the educational programs sponsored by the Fund cover an unusually wide range of subjects and learning levels.

The Education Fund, established through collective bargaining, provides educational and training opportunities to 76,000 New York City public service employees. Since 1971, the City of New York has contributed a set amount of money for each covered employee to be used by the union

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1/ Legally, the Education Fund is not union managed. It is managed by employees of the Fund who are neither union nor management. Yet the Fund, as mentioned, is based at the union and is overseen by a Board of Trustees composed of union members. It is this latter meaning which is intended in all subsequent references in this report to the "union-administered," "union-run," or "union-sponsored" Education Fund.

to provide educational services. The Education Fund is based at the headquarters of District Council 37, a council of the American Federation of State, County and Municipal Employees (AFSCME), AFL-CIO, which predominantly represents New York City municipal employees.

The original contractual mandate for the Fund was "to provide additional training and education opportunities beyond those presently provided by the Department of Personnel...to increase the effectiveness and efficiency of employees...and to prepare them for advancement and upgrading" (Clerical-Administrative Employees Union Contract, 1969).[1/] Carrying out this mandate has meant developing a broad range of programs to meet the learning needs of a highly diversified membership.

Methodology

Research on the DC37 Education Fund was conducted in October and November of 1978. This included seven days of on-site interviewing and direct observation at the union, as well as collection and analysis of a wide range of documentary information. In addition, selected city officials were interviewed in February 1979.

Interviews were conducted with fourteen members of the Education Fund administration and staff, eight union officials and staff, twenty students, and three city officials. Students, all current participants in the program, were interviewed in groups (six from the High School Equivalency Program, five in an English as a Second Language class, and nine

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1/ The educational funds provided for in the 1969 contract remained with the City Department of Personnel. In 1971, the District Council 37 Education Fund was established and was charged with administration of these funds.

in a class at the College of New Rochelle/DC37 campus. Though not technically part of the Education Fund, the College of New Rochelle is often attended by students who pay their tuition through the Fund's Tuition Refund Program). The other interviews were conducted individually or in small groups of two or three. The city officials interviewed were all current or former employees of the personnel and training offices of New York City. Interviews were not done with eligible nonparticipants in the Fund because of time and accessibility limitations.

This report begins by describing characteristics of District Council 37, of which the Education Fund is a part. Current Fund programs and services are then outlined, and the evolution and objectives of the Fund are traced. The report next discusses key Fund provisions, as well as administration, support services, promotion, and utilization. Finally, the success of the Education Fund is examined and analyzed.

II. THE UNION

Structure and Membership

District Council 37 is the largest Council in AFSCME, with 110,000 members in 62 locals throughout New York City. In addition to the large size of its membership, the Council is unusual in the diversity of its members and in the range of job titles it covers. Over 1,200 job titles are represented, with occupations ranging from low-paying unskilled jobs to high-paying professional positions. The union basically covers the public sector employees of New York City, except for the uniformed forces and classroom teachers.

The leadership of the Council includes a Delegates Council, made up of membership representatives, and the Executive Board (president, secretary, treasurer, Executive Director, fifteen vice presidents, three standing committees, and three constitutional committees). The Executive Director is assisted by two associate directors, one of whom is responsible for organization (servicing the membership through six divisions). The other is responsible for administration (coordinating internal Council operations and departments). There are also three separate boards of trustees which administer the funds for education, health and security, and legal services.

As mentioned, services are provided to members through six membership divisions, the staff of which work with the locals on a variety of problems related to grievances, benefits, etc. The divisions also

serve as liaisons between the Council leadership and rank-and-file members. The six divisions are the Schools Division, Blue Collar Division, Hospitals Division, Professional and Cultural Division, 1/ Administrative and Clerical Division, and the White Collar Division. Table 1 illustrates the size of each division, the locals they include, and the occupations and/or employing agencies they cover. It is important to note that divisions are grouped partly by occupational category and partly by employing agency. For example:

- While the Blue Collar Division covers blue collar workers, a blue collar employee working in a cultural agency is part of the Professional and Cultural Division.
- Most secretaries working in departments under jurisdiction of the mayor are in the Administrative and Clerical Division, while most secretaries in nonmayoral agencies, such as the Board of Education, are part of the White Collar Division.
- While a secretary working for the Board of Education is in the White Collar Division, a paraprofessional working for the Board of Education is in the Schools Division.

It is necessary to keep in mind the distinction between job title, employing agency, and membership division. For example, demographic characteristics are discussed here by division. Fund eligibility, however, is determined by job title and employing agency, not by membership division.

The demographic diversity of the membership reflects both the range of occupations covered by DC37 and the make-up of the New York City population. This diversity is revealed in both the income and the educational attainment

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1/ Formerly called the Professional, Technical and Cultural Division.

TABLE 1

COMPOSITION OF DISTRICT COUNCIL 37 MEMBERSHIP DIVISIONS

Division	# of Members & % of Council Membership [2]	Locals Covered	Type of occupations and/or agencies covered
Schools	18,000 15.5%	Local 372	Part-time employees working under the Board of Education. Titles include school lunch helpers, school aides, paraprofessionals, school neighborhood workers, and others.
Blue Collar	15,000 13%	22 locals	Most blue collar titles in New York City, with the exception of the building trade titles. Includes laborers, motor vehicle operators, stationery firemen, custodial assistants, and others.
Hospitals	15,000 13%	Local 420	Employees of the Health and Hospitals Corporation (exclusive of some titles serviced by other divisions or not represented by the union). Includes hospital aides, nurses, household and institutional aides, and a variety of medical assistants and technicians.
Professional and Cultural	28,000 24%	25 locals	Covers greatest variety of titles. One-third of division composed of employees working for cultural institutions which are considered quasi-public since they are not part of city government. Includes mostly blue collars, clericals, and some professionals. Remaining division members are mostly professionals working for the mayoral agencies (though some work for nonmayoral agencies).
Administrative and Clerical	Over 27,000 23.5%	Local 1549 (Largest AFSCME local)	Employees predominantly work in over 40 different departments under jurisdiction of the mayor, as well as in some nonmayoral agencies.

TABLE 1 (Continued)
COMPOSITION OF DISTRICT COUNCIL 37 MEMBERSHIP DIVISIONS

Division	# of Members & % of Council Membership	Locals Covered	Type of occupations and/or agencies covered
White Collar	14,300 12%	10 locals	Formed out of Administrative and Clerical Division. Covers the same titles, but predominantly in nonmayoral agencies (Board of Education, Board of Higher Education, Off Track Betting Corporation, the Judicial Conference, the Transit Authority, the District Attorney, the Borough Offices, etc.)

[1]Table adapted from Mann and Mann, 1975.

[2]Percentages do not total 100 due to rounding.

of the membership, referenced in Tables 2 and 3. As the tables indicate, about two-thirds of the membership in 1973 had total family incomes of $16,000 or less. Approximately 60 percent of members had no college experience.

Facilities and Services

District Council 37's headquarters are located in a ten-story building in lower Manhattan near the World Trade Center.[1/] Most of the union's programs and services are based in this building. The surrounding area contains many of the municipal offices in which union members work. Thus, while a large number of Council members do not live in Manhattan, the union is geographically accessible to them.

The union provides a wide range of services for its membership. Examples include:

- The Health and Security Plan, financed by a city contribution of $350 per covered employee. Through the Plan, members receive dental, optical, and major medical coverage, as well as drug and disability benefits. Much of this coverage is also extended to members' families. Other health benefits include presurgical consultation and personal services counseling;

- The Municipal Employees Legal Services (MELS) program, which offers prepaid legal services to members such as preparation of wills and resolution of marital and consumer problems. The City of New York pays $1 per pay period from each employee's Cost of Living Adjustment to finance MELS;

- The Education Fund;

- The Education Department (separate from the Education Fund), which provides training in union activities such as grievance procedures and shop stewardship. Unlike the Education Fund, the Department's major function is to increase members' effectiveness in union affairs. The Department also manages Retirees' education and Education Department functions for those not covered by the Fund;

1/ The Education Fund is based in this building, though some classes are held in a smaller facility nearby (which houses some of the union's programs).

TABLE 2

TOTAL FAMILY INCOME BY DIVISION[1]

Income	Total Sample	Blue Collar	Hospitals	A & C[2]	White Collar	Professional & Cultural
Up to $8,000	19.6%	3.4%	51.0%	26.0%	20.3%	6.5%
$8,000-$12,000	21.1%	24.5%	28.4%	23.5%	14.9%	16.5%
$12,000-$16,000	24.5%	46.8%	10.2%	21.5%	23.7%	23.3%
$16,000-$20,000	17.0%	16.8%	5.4%	16.5%	14.9%	24.2%
$20,000 and up	17.7%	8.6%	4.9%	12.6%	26.2%	29.6%

TABLE 3

EDUCATION BY DIVISION[1]

Education	Total Sample	Blue Collar	Hospitals	A & C[2]	White Collar	Professional & Cultural
Less than high school grad.	19%	31%	58%	11%	12%	1%
High school graduate	42%	58%	37%	65%	41%	15%
Some college	21%	7%	3%	21%	35%	30%
College grad.	19%	3%	2%	2%	11%	54%

[1] Table adapted from Mann and Mann, 1975

[2] Administrative and Clerical.

- The Political Action Department, through which members involve themselves in local campaigns as well as national political activities;

- An active Retirees Association;

- The Youth Auxiliary, which offers members' teenage children services such as Scholastic Aptitude Test preparation and athletics programs;

- Saturday programs of ballet, arts and crafts, etc., for members' young children. These programs were introduced to enable parents to attend Education Fund programs; and

- The biweekly Council newspaper, the Public Employee Press (PEP). PEP, which is mailed to all members' homes, has a high level of readership.

III. CURRENT PROGRAMS AND SERVICES OF THE EDUCATION FUND

Many worker education plans have very specific provisions and predefined program features. Their essence is defined at the outset by regulations and instructions which closely guide their development and use.

The Education Fund, however, is quite different. By contractual agreement, the City of New York contributes $25 a year for each of the over 76,000 employees who are covered by the Fund. The Fund may be best defined as a pot of money to be used to meet the general educational objectives of a specified population.

Because of the diversity of the eligible "Ed Fund"[1/] population, carrying out the Fund's mandate has necessitated the development of a broad array of programs and services. While one member sees the Fund as a chance to learn English, another may use it to pursue an undergraduate degree.

Existing Fund programs and services (as well as their key provisions) are outlined in the following chart in order to provide an understanding of the Fund's programmatic reach and diversity. Table 4 lists for each program (where information was obtainable): the nature of the curriculum; eligiblity and coverage; certification offered; location and scheduling of classes; when originated; and number of participants.

The Ed Fund course schedule for Fall 1977 listed fifty classes being

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1/ At DC37, the Education Fund is often referred to as the Ed Fund.

TABLE 4

CURRENT PROGRAMS AND SERVICES OF THE EDUCATION FUND AND THEIR KEY PROVISIONS

I. COLLEGE PROGRAMS

A. TUITION REFUND

SERVICE/PROGRAM	1. Tuition Refund Program	2. DC37 Campus/College of New Rochelle	3. DC37 Campus/Hofstra
NATURE OF CURRICULUM/ SERVICE	Enables graduate or undergraduate study at area schools. Courses should be degree related, though not necessarily job related. Student should be in degree program by the time he/she has received 30 credits.	Only fully accredited union college in the country. Liberal arts program for working adults. Very flexible, non-traditional. Students develop and select much of the curriculum. Social science-oriented. Part-time and full-time students. Includes accredited retirees college. Also includes specialized program in labor studies.	Four-year program in labor/liberal arts/applied social science. Trains working people for leadership in the solution of urban problems. Areas of concentration include: health and social welfare, community, organization, labor management relations, employment training, etc.
ELIGIBILITY	Open to employees in covered job titles[1] who have applied for other financial aid for which they may be eligible. Courses must be taken for credit at accredited institutions.	Program is contracted with DC37, not with the Ed Fund; but students covered by the Fund are eligible for tuition refund. Open to non-Fund members also. Enrollees must have high school diploma; retirees must be members of the DC37 Retirees Association.	Contracted with the Ed Fund. Limited enrollment. Open to covered employees with high school diploma or equivalent who meet criteria established by the Fund, Hofstra, and the Dept. of Personnel.
FEES/COST COVERAGE	Students may be reimbursed for up to $150 a term for up to 3 terms a year. Courses must have been completed with a passing grade. Tuition and registration are paid; other costs are not covered.	$45 per credit. Can be financed through Fund tuition refund + other financial assistance programs, such as TAP and BEOG grants. No cost except books to retirees eligible for state and federal assistance.	Most tuition costs can be met through tuition refund and state and federal assistance. Students buy books and class materials.
CERTIFICATION AVAILABLE	Bachelors or masters degree.	120 credits lead to a B.A. degree. Retirees college leads to B.A. In labor studies program, students can earn 18-24 credits toward their B.A. as well as a labor studies certificate from the Cornell Univ. School of Industrial and Labor Relations.	Leads to a B.S. in Applied Social Science/Labor Studies.

TABLE 4 (cont.)

SERVICE/PROGRAM	1. Tuition Refund Program	2. DC37 Campus/College of New Rochelle	3. DC37 Campus/Hofstra
LOCATION OF CLASS/PROGRAM	A majority of students attend City Univ. of New York (CUNY) and the DC37 Campus of the College of New Rochelle (CNR).	140 Park Place	365 Broadway
SCHEDULING OF CLASS/PROGRAM		Retirees College classes held during the day. The other classes are on weekdays and evenings.	Through a U.S. Department of Labor grant plus a special arrangement with the city, students receive 5 hrs. paid release time a week, which enables them to attend afternoon classes. Other classes meet in the evening
WHEN ORIGINATED	1971	1972	1978
NUMBER OF PARTICIPANTS	1971-72--1,178 students received reimb. 1976-77--2,586 students Spring 1978--1,300 students Since the program began, over 16,000 employees have been reimbursed Currently 3% participation rate	1972--140 enrollees 1978--767 enrollees (200 in the Retirees College) Approx. 100 graduates per year and 200 entrants. 300 graduates.	Spring 1978--70 enrollees

TABLE 4 (cont.)

SERVICE/PROGRAM	B. CONTRACTED PROGRAMS[3]		
	1. Special College Program (CUNY)	2. Labor/Liberal Arts for Women	3. Channel 13/WNET Experiment
NATURE OF CURRICULUM/ SERVICE	An introductory group of Ed Fund courses conducted in cooperation with LaGuardia, Hunter, Baruch, and York (of CUNY). Program acts as a transition, allowing members to test themselves with college-level work. Offers sequences of courses in areas of concentration of interest to municipal employees (Business Adm., Human Services, Public Administration, Urban Studies, etc.).	In cooperation with the School of Industrial and Labor Relations, Cornell Univ.; offers credit courses in labor studies and communications skills, with an emphasis on women's issues. Designed to develop an understanding of the labor movement and to prepare students for further college work.	"Distance Learning" on the British Open Univ. model. Three small courses. Students watch tapes, study at home, attend seminars.
ELIGIBILITY	Open to covered employees with high school diploma or equivalent. Mandatory placement test. If student does not get passing score, he/she can enroll in Developmental Skills.	Open to all employees in covered job titles who have high school diplomas or equivalency.	
FEES/COST COVERAGE	Ed Fund pays tuition and student fees. Student pays for books, materials, and CUNY application fee. This will change in March 1979.[4]	Fund pays tuition. Student pays for books and materials.	
CERTIFICATION AVAILABLE	After receiving 18 credits in a year (4 terms), student leaves program and may transfer to a college.	Students receive Cornell Univ. credit for courses completed. Those who complete the entire program receive certificates of completion from Cornell.	

TABLE 4 (cont.)

SERVICE/PROGRAM	1. Special College Program (CUNY)	2. Labor/Liberal Arts for Women	3. Channel 13/WNET Experiment
LOCATION OF CLASS/PROGRAM	365 Broadway	140 Park Place	
SCHEDULING OF CLASS/PROGRAM	Classes meet one night a week for over 3 hours. Year-long program.	Classes meet weekday evenings and Saturdays.	
WHEN ORIGINATED	1975		
NUMBER OF PARTICIPANTS	Spring 1978-70 enrollees	19 members graduated in the 2nd class; 1978. 35 members enrolled in the 1979 class.	Spring 1978--50 students

TABLE 4

C. CAREER-RELATED PROGRAMS

SERVICE/PROGRAM	1. Accounting	2. Nursing
NATURE OF CURRICULUM/ SERVICE	The Fund offers college-level job-related courses in accounting.	Program of the Education Department, not Fund. Operated in cooperation with the New York City Dept. of Health and the Hunter/Bellevue School of Nursing. Program designed to make it possible for Public Health Nurses (PHN) and PH Assistants to meet the NY State credential requirements. Classes are the junior and senior year nursing and science courses required for a Baccalaureate degree in nursing. Also offers refresher courses for nursing exams.
ELIGIBILITY	Open to employees in accounting titles.	Open to Registered Nurses represented by DC37 who are employed full time by the Bureau of Public Health Nursing, Dept. of Health, and have 64 college credits from an accredited nursing program.
FEES/COST COVERAGE	No tuition charge. Students pay a registration fee which includes cost of books.	A special, reduced tuition fee is paid by participants which is reimbursable through contract between DC37 and the Dept. of Health. PHA's can get tuition-aid through the Fund's tuition refund program.
CERTIFICATION AVAILABLE	Courses offer college credits which can be transferred to a degree program.	Leads to a B.S. degree in nursing.
LOCATION OF CLASS/PROGRAM	365 Broadway	Hunter/Bellevue School of Nursing

Table 4 (cont.)

SERVICE/PROGRAM	1. Accounting	2. Nursing
SCHEDULING OF CLASS/PROGRAM		Evening classes
WHEN ORIGINATED		
NUMBER OF PARTICIPANTS		Spring 1978--100 students

TABLE 4 (cont.)

SERVICE/PROGRAM	II. BASIC SKILLS		
	A. HIGH SCHOOL EQUIVALENCY	B. ENGLISH AS A SECOND LANGUAGE	C. READING IMPROVEMENT PROGRAM
NATURE OF CURRICULUM/ SERVICE	Both individual and small group instruction to prepare students for the NY State Equivalency Exam. Course work in reading comprehension, math, science, social studies, literature, and self-expression.	Specialized training program; small classes, emphasizes conversation, but includes work on reading and writing. Individual assistance available.	Individual tutoring of members with very limited reading ability. Enables them to perform better on the job and to take civil service tests for promotion. Tutors are DC37 retirees who have been trained by Literacy Volunteers of NYC.
ELIGIBILITY	Open to covered Ed Fund members who do not have a high school diploma.	Open to any covered Fund member whose first or native language is not English.	Open to Fund members who need special reading help.
FEES/COST COVERAGE	Free, except for books.		No cost.
CERTIFICATION AVAILABLE	Students work toward a General Education Development (GED) diploma.		
LOCATION OF CLASS/PROGRAM	140 Park Place 365 Broadway	140 Park Place	
SCHEDULING OF CLASS/PROGRAM	Weekday classes - morning or evening, meeting twice a week; or intensive once-a-week Saturday class. Three terms a year, 15 weeks each.	Classes meet two or three times a week on weekday evenings and Saturdays.	Students and tutors meet twice a week at times convenient to the student. Students progress at their own pace.

TABLE 4 (cont.)

SERVICE/PROGRAM	A. HIGH SCHOOL EQUIVALENCY	B. ENGLISH AS A SECOND LANGUAGE	C. READING IMPROVEMENT PROGRAM
WHEN ORIGINATED	1968		
NUMBER OF PARTICIPANTS			

TABLE 4 (cont.)

SERVICE/PROGRAM	III. DEVELOPMENTAL SKILLS	IV. ALLIED HEALTH	V. CLERICAL SKILLS
NATURE OF CURRICULUM/ SERVICE	Formerly the College Preparation Program. For members with high school diploma or equivalent who need improvement in reading, writing, and math skills, so they can handle college coursework. Remedial individual and group classes, with concurrent educational counseling.	Fund-sponsored training programs in several areas of health care designed to upgrade health and hospital employees. Offered in cooperation with NY City Health and Hospitals Corporation and NY City Dept. of Health. Training to become x-ray technicians, respiration therapists, etc. Test preparation. Individual tutoring available.	Courses in typing, shorthand, steno, etc. (at several levels) for skills development and job upgrading. Also, graduate can enter program in cooperation with CUNY which leads to Secretarial Science Degree.
ELIGIBILITY	Open to employees in covered job titles who have high school diplomas or equivalency and who plan to attend college.	Usually only open to employees in health-related titles of the Health and Hospitals Corp. or the Dept. of Health. Admission based on seniority, test scores, and interviews.	Open to all members in covered titles.
FEES/COST COVERAGE	No cost to Fund members except books and materials.	Free to eligible members.	No cost, except for materials.
CERTIFICATION AVAILABLE	Students can sometimes receive college credit.	If course is successfully completed, student is guaranteed the promotional position.	
LOCATION OF CLASS/PROGRAM	140 Park Place 365 Broadway		140 Park Place 365 Broadway
SCHEDULING OF CLASS/PROGRAM	Classes meet twice a week in the evening or on Saturdays. Three terms a year, 15 weeks each.	Students are usually put on paid release time and receive full salaries while attending the training program. The HHC or the Dept. of Health pays the cost of training, not the Fund.	Most classes run 12 to 15 weeks and meet twice a week on weekday evenings or once a week on Saturdays.

TABLE 4 (cont.)

SERVICE/PROGRAM	III. DEVELOPMENTAL SKILLS	IV. ALLIED HEALTH	V. CLERICAL SKILLS
WHEN ORIGINATED			
NUMBER OF PARTICIPANTS			

TABLE 4 (cont.)

VI. OTHERS

SERVICE/PROGRAM	A. TEST TAKING PREPARATION	B. MUNICIPAL PERSONNEL PROGRAM
NATURE OF CURRICULUM/ SERVICE	Review and brush-up courses to help members prepare for civil service promotional exams. Also, periodic general test prep courses covering reading, math, vocabulary, test-taking techniques, etc. Occasionally test prep is televised.	Over 20 assorted skills courses offered jointly with the City Dept. of Personnel. Designed to upgrade municipal employees and prepare them for promotion.
ELIGIBILITY	Open to covered employees who meet the requirements for taking the test as defined by the city and who have filed for taking the test.	Members in covered titles are eligible for reimbursement of fees.
FEES/COST COVERAGE	No cost.	Fund reimburses for all fees for a maximum of 3 courses a term. This is the only program in which noncredit courses are eligible for reimbursement under the college tuition refund program.
CERTIFICATION AVAILABLE		
LOCATION OF CLASS/PROGRAM	Courses held in City Hall area and in several locations throughout the City.	
SCHEDULING OF CLASS/PROGRAM	Evenings & Saturdays.	Evenings.

TABLE 4 (cont.)

SERVICE/PROGRAM	A. TEST TAKING PREPARATION	B. MUNICIPAL PERSONNEL PROGRAM
WHEN ORIGINATED	1967 1971 (televised)	
NUMBER OF PARTICIPANTS		

123

TABLE 4 (cont.)

VII. SUPPORT SERVICES

SERVICE/PROGRAM	A. COUNSELING	B. LEARNING LAB	C. LIBRARY
NATURE OF CURRICULUM/ SERVICE	Group and individual educational counseling. Drop-in and by appointment. Group orientations for enrollees in Fund programs to prepare them for a return to school, to aid in decision making, and to explore the nature of a college degree. Discussion of issues related to education for working adults.	Tutorial facility offering individualized instruction in reading, English, and math. Provides tutorial assistance to people in Fund programs as well as individual "brush-up" work for those not in the programs.	Small "training library." Members learn how to use the library and are then able to use large city libraries. Substantial collection of books on the labor movement.
ELIGIBILITY	For DC37 members who are pursuing education or are considering it.	Open to Fund members.	Open to Fund members.
FEES/COST COVERAGE	No cost.	No cost.	No cost.
CERTIFICATION AVAILABLE			
LOCATION OF CLASS/PROGRAM	140 Park Place 365 Broadway	140 Park Place 365 Broadway	140 Park Place 365 Broadway
SCHEDULING OF CLASS/PROGRAM	Days, evenings, and Saturdays.	Days, evenings, and Saturdays.	Days, evenings, and Saturdays.

TABLE 4 (cont.)

SERVICE/PROGRAM	A. COUNSELING	B. LEARNING LAB	C. LIBRARY
WHEN ORIGINATED	1975	1975	1975

NUMBER OF PARTICIPANTS Approx. 1100-1500 people each semester.

TABLE 4 (cont.)

1 The terms "eligible employee" and "covered employee" are used interchangeably. Refers to employees eligible for the Fund benefit. An employee is eligible or covered for the Education Fund if his or her bargaining unit negotiated for (and won) the benefit. Employees in the job titles covered by that bargaining unit are in "covered job titles."

2 The union headquarters is located at 140 Park Place. 365 Broadway is the smaller union facility which houses certain classes and other union programs. The Special College Programs and the Hofstra program are based at 365 Broadway.

3 These programs are distinguished from the other college programs in that the Ed Fund pays tuition rather than the students. In the other programs, the student pays tuition and then may receive reimbursement through the Ed Fund's tuition refund program and/or other financial assistance programs.

4 At that time, students will have to pay tuition to CUNY. They will be eligible for financial assistance through the tuition refund program and/or state and federal financial aid programs.

offered on one day.[1/] The classes included High School Equivalency, Typing, Advanced Acrylic Techniques, Introduction to the Old Testament, Humanistic Psychology, Political Economy, Folk Dance, Municipal Accounting, English Composition, Epidemiology, Math, Developmental Reading, Nursing, American Labor Movement, Criminology, Health and Nutrition, Manpower Planning, Language Arts, Union Office Training, Oral Communications, Business Law, Writing Workshop, and others.

1/ Some of the classes listed are sponsored by the Education Department or the DC37 Campus of the College of New Rochelle.

IV. BACKGROUND AND DEVELOPMENT OF THE FUND

How did the current set of Education Fund programs and services come into being? What was the impetus for their development?

Historical Development

The exact circumstances surrounding the establishment of the DC37 Education Fund are not precisely identifiable from documentary or even "eyewitness" accounts. Despite differences of opinion about the history of the Education Fund, there is significant agreement about the impetus for developing it, as well as its initial objectives. Table 5 is a chronological listing of key events in the Fund's development as can best be documented.

The beginnings of education at DC37 can be linked to the union's philosophy of meeting the needs of workers in many aspects of their lives. Lillian Roberts, currently Associate Director of the union, was a strong advocate of that philosophy and was instrumental in the initial development of the Council's education program. She saw the push for education as another way of meeting workers' needs and improving the quality of their lives.

Similarly, Bernard Rifkin, another key figure in the evolution of education at the Council, feels that "the union should involve itself in the lives of workers in any way that it can."[1/] On his role in the early development of education programs, he explained, "I would set up a program, publicize it, and see if it got any response. If it did, fine; if not, we wouldn't do it."

1/ In certain instances throughout this report, quotations are used which represent paraphrases of individuals' statements rather than their exact words. This is done in the interest of clarity of communication, and in no case were meanings of statements altered.

TABLE 5

KEY EVENTS IN THE DEVELOPMENT OF THE EDUCATION FUND

1965 - Lillian Roberts, a nurse's aide from Chicago, came to District Council 37 to organize the hospital workers with the goal of developing upgrading programs for aides and technicians.

1967 - The first upgrading program began, jointly run by the city and the union with federal funding. Over 400 nurse's aides trained to become Licensed Practical Nurses.

Test Preparation Program began, enabling union members to prepare for civil service tests at no cost.

1968 - Bernard Rifkin became DC37's Education Director. He advertised a high school equivalency program in PEP and got 1400 replies. Morning and evening classes began.

1969 - Contracts for clerical and hospital workers included the establishment of educational funds, with the city providing $25 per covered employee to be used for education and training. Other bargaining units subsequently negotiated for the benefit.

1971 - The city agreed to establish the District Council 37 Education Fund. Money for the education of covered employees was transferred from the city over to the new union-administered fund.

The city-sponsored tuition refund program became part of the union's Education Fund. Maximum financial assistance per employee per semester was raised from $50 to $150.

First televised test preparation class; seen by thousands of members. First DC37 Test Preparation Manual printed.

1972 - Bernard Rifkin began exploring the possibility of setting up a college at DC37. In the fall, the DC37 campus of the College of New Rochelle opened its doors, thereby becoming the first accredited four-year degree program to operate on union premises.

1975 - The Special College Programs and Support Services (Counseling, the Learning Lab, and the Library) were established.

1978 - The Hofstra/DC37 college program, a cooperative effort of Hofstra, the Education Fund, and the City Department of Personnel, began operation.

The initial programs grew out of the leadership's conviction that education programs would improve opportunities for the membership; however, it was the enthusiastic response of workers to particular programs that prompted their continuation and expansion. Fund programs which exist today are generally those which have been "tried and tested" through the years in the manner described by Rifkin.

Lillian Roberts arrived at DC37 in 1965 from Chicago, where she had worked as a hospital aide. That job experience prompted her to develop "dreams and aspirations of promoting people from within. People didn't believe that aides had the potential to move up, so they didn't give them the opportunity." She worked with the city and the union to develop training programs to promote and upgrade hospital aides and technicians. In 1967, the first program began with over four hundred enrollees. It trained nurse's aides to become Licensed Practical Nurses. A full 97 percent of the trainees reportedly went on to pass the state licensing exam.

In an Education Fund newsletter, Ms. Roberts described this early stage of the union's education program:

> The idea that the union should play a role in educating our members grew out of a need. That need was first acted upon in 1965, when we saw the dead-end quality of most workers' jobs. A career program was proposed during that campaign, and the workers' enormous positive response made the proposal a basic goal of the campaign.
>
> The wide-ranging education program we have today is an outgrowth of our success in the hospitals, where we negotiated the first DC37 education benefit.
>
> Next came a civil service test preparation program, which until then was conducted by the City's Department of Personnel. We felt the limits of the City's approach did not give our members the chance to make the most of the upgrading opportunity offered by the tests. So we brought the union into the picture, adding ingredients such as counseling

and tutoring to provide the special help many members needed because they had not been to school for a long time (DC37 Education Fund Newsletter, 1978 a:1).

Test Preparation Program

The test preparation program, which began in 1967, developed to fill the desire by members to pass the civil service tests to advance their careers. This program enabled members to prepare for the tests at no cost. Previously, they paid $100 for civil service courses. A union staff member described another benefit of the free test preparation program:

> The union program assures no favoritism. Before the union took over training for the tests, the amount of training varied by agency, and some agencies didn't provide any training. Now everyone has the same access to test preparation.

Lillian Roberts stated that many members got high marks on the tests and felt that the program was successful.

High School Equivalency

In the late 1960's, Bernard Rifkin and Lillian Roberts worked closely together to develop and implement their ideas for education at the Council. Rifkin decided to see how union members would respond to proposed high school equivalency classes. A huge response was not anticipated, partly because city-run evening courses were given in high schools throughout the city. Also, it was unclear if city employees who had been away from formal schooling for a long time would have any interest in a general education program unrelated to specific career goals. Yet, as Rifkin explained:

> The Board of Education employees were not working during the summer, so we decided to run a high school equivalency

> program. We went to the Executive Board of the union and got $10,000 to run the program. We advertised it once in the Public Employee Press and got 1400 replies. So we taught six morning and six evening classes during the summer. But people wanted to continue. There was a tremendous response from the hospital employees, who work on different shifts...The cost ended up being $100,000. The Fund started in 1969 when we realized that this should be a city expense since it was improving employees.

The result of the success of these early programs, according to Lillian Roberts, was that:

> It became obvious that our members were eager and ready for much more. In answer to that we expanded training opportunities for members to upgrade themselves into higher-paying jobs. Courses were organized for hospital workers and clerical workers to improve their skills. Thousands have moved up to better jobs over the years as a result of these courses and the test preparation program (DC37 Education Fund Newsletter, 1978 a:1).

The Fund

In 1969, the clerical and hospital workers bargained for new contracts. The contracts contained provisions in which "educational funds are established for the first time for Hospital and Clerical groups, with the City providing the sum of $25 for each employee to be used in programs for education and training (after consultation between the union and the city)" (PEP, 1969). The term of the contracts was January 1, 1969 to June 30, 1971.

Other bargaining units subsequently negotiated for the benefit. The decision to do so was often perceived by workers as entailing the sacrifice of a wage increase, although the benefit seemed to hold the promise of future financial gain.[1/]

[1/] There were varying reports on the effect of the benefit on wage rates.

In 1971, an agreement was reached establishing the District Council 37 Education Fund; and this represents the beginning of the union-administered program. The agreement read as follows: ". . . the City shall pay over to the Fund all moneys then-presently in the City's custody or control which the City is obligated by collective bargaining agreement with the Union to pay, allocate, commit or otherwise apply to programs of education or training for covered employees" (Education Fund Trust Agreement, 1971).

In assessing why the Fund's management was transferred from the city to the union, two views emerged (each supported by both union and city representatives). One view is that the city had no extensive, organized training program for its employees, and it was logical to grant the union its request to run the Fund. A city representative explained that,

> Before the union ran the Fund, training was decentralized, uneven, and under-budgeted; and there was just a handful of staff in the city's training unit. The city government did not see training as a long-term investment. The union requested training in certain areas, and we began to work together to provide it. There was no adversary relationship. When the union got the Fund through collective bargaining, we (the trainers, not the city negotiators) were reluctant to give it up. The union was capable of running it, but we, as management, had abdicated our responsibility to train and service our employees. Union members should not have to feel that the union is the only one on their side. Also, there is so much training that needs to be done for so many people, that both the city and the union should be doing training. One group cannot do all of it alone.

The other view is that the city initially opposed union control of the Fund, but later changed its position. According to a union staff member:

> There was animosity at first, but there was also a genuine cooperative effort. As time went on, the city trusted the union's motives more and saw that we were trying to help our members.

And from a city training official:

> The union-run fund came about through collective bargaining. The city negotiators were happy to give up the training fund; but we, the management, fought it. We were suspicious; we didn't trust the union and didn't think it was equipped or organized enough to run it. Our fears were basically unfounded, though.

While leadership perception of worker needs provided the major impetus for development of the first education programs at the union, the availability of funds seems to have given later programs their push.

According to Victor Gotbaum, Executive Director of the union, "Once the money was there, it was catalytic; it encouraged the development of programs."

College Programs

College tuition refunds originally were offered by the City Department of Personnel at $50 per employee per semester for study at area educational institutions. In 1971, refunds became part of the union Education Fund benefit, and the maximum amount of reimbursement was increased to $150 per semester. The tuition refund program provided the union's first "channel into college-level employment" (Morse, 1974: 138).

The College of New Rochelle/District Council 37 Program opened in the fall of 1972. According to a program brochure, the program:

> ...grew out of the union's High School Equivalency Program. Both are important components of the union's career growth concept. After about 500 students got their GED through the union program, people began to ask 'what is next?' Graduates could enter community colleges, and more than a third did, but the need for a college on the union premises was as obvious as the need for a high school equivalency program had been...After only two months of negotiation with the College of New Rochelle, the DC37 campus opened... It represents the first accredited four-year degree program to operate on union premises in the history of America" (CNR/DC37 program brochure, undated).

There was much growth in 1975 with the addition of the Special College Programs and the Support Services. The latter includes the Counseling Department, the Learning Lab, and the Library.

The most recent addition to Education Fund programs is the Hofstra/DC37 college program, which began in 1978. In cooperation with the City Department of Personnel, which agreed to provide paid release time for enrollees, the Hofstra/DC37 program was designed to train working adults for leadership roles in the solution of urban social problems.

Objectives of the Education Fund

It is necessary to view Fund objectives in terms of New York City's unique environment and the civil service system in which members are employed. Because of New York's serious fiscal crisis, job security has become a priority issue for many workers as budgets are cut, hiring is frozen, and layoffs are increased. This economic pressure has deeply affected the civil service system, which was originally designed to protect the principle of merit hiring and promotion, rather than patronage. Employees advance in the system by passing a series of tests. (A small percentage of civil service jobs are "noncompetitive," which means that employees are appointed without being tested.)

Seniority is also figured into every test score; the final score represents a combination of the actual test score and the length of service of the individual. It is the job of the City Personnel Director to develop a formula for each test and to ensure that the content of the test is job related.

Because of fiscal pressures, however, the lines of promotion have

tightened considerably. Qualifying for a better job often does not lead to promotion.[1/] Long waits for promotion are a source of frustration. John Toto, Director of the White Collar Division, explained the problem this way:

> When people pass the civil service test, they feel a sense of accomplishment. The way it is theoretically is that passing automatically leads to promotion. That's the way it used to be. But now, when two hundred people pass and only forty get new jobs out of it, it really creates a problem and the members don't understand what is going on. The forty with the highest marks are the ones to get the jobs--and this isn't the way it was initially set up.

And, as one city official stated:

> In the public sector, people get training, but then there is no new job slot for them. People get locked into job slots for years. They don't want to leave because they want to protect their pension investment, which they have worked for years to build up.

In New York, a high school diploma (or equivalent) is necessary for promotion. Another important provision was added by a new city charter which took effect in January 1978. The provision enables internal agency promotions in mayoral agencies. Prior to the charter, 'eligibles lists' (ratings of eligible personnel according to test scores) were circulated among city agencies. Now, however, agencies can keep their own employees (for specialized jobs) and bypass others for promotion. (A member of the Education Fund administration said that this has caused a proliferation of highly specific tests, which, in turn, has made test preparation much more difficult, expensive, and time-consuming. However, according to a

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1/ A related issue is that promotion to a different job title does not necessarily mean a change in job duty (though it does theoretically). Several city officials reported that people are trained over the years to pass exams, while their actual jobs do not change. The new system of broadbanding, explained later in this section, was designed partly to remedy this.

city official, since the establishment of this new provision, there have been no requests to use it.)

These difficulties may be reduced somewhat by a system of "broad-banding," developed in the last few years. Through this system, many job titles have been consolidated within agencies to enable faster and more efficient promotions. Developed by the state in response to the fiscal crisis, broadbanding reduces the number of promotional levels necessary to reach higher job levels and makes it possible for people to transfer into newly-created titles with broader duties. According to Lillian Roberts, the system helps the state by consolidating thousands of titles and enabling more efficient use of employees. It helps the union by providing more varied job duties and broader use of people and their abilities.

In assessing Fund objectives, it is also important to keep in mind that, despite the heterogeneous nature of union membership, there is a relatively large concentration of undereducated employees in low-skill, low-paying jobs.

Given the larger concerns which the Education Fund must address, it is not surprising that its prime objective appears to be the enhancement of members' job security and promotional opportunities. While specific objectives vary substantially, those most often mentioned relate either to getting a high school diploma or passing the promotional exams.

Despite the variety in stated objectives, career advancement is the primary goal behind nearly all of them. This has been the case throughout the education program's development. For example, a 1967 PEP story was entitled, "Learn Baby, Learn - to earn, baby, earn...Learn-to-Earn program for hospital aides brings cash and careers to thousands..."(1967:

17). Over ten years later, a statement of purpose developed for the Education Fund echoes that early goal: "The purpose of the Fund is to develop and provide covered employees with programs of training, education and personal development related to the enhancement of such employees' capacity for more effective and productive work performance, career advancement and improvement in the quality of working life..." (DC37 Education Fund Newsletter, 1978 b:1).

But according to one top union official, "The education program is not set up for job promotion--it is set up for personal fulfillment. People take High School Equivalency not because of job ambitions, but because of the sheer joy of learning or because they want to be able to help their children with their homework."

That, however, does not seem to be the prevailing view. Education Fund administrators emphasize the increasing importance of job-related education as the fiscal crisis worsens. One administrator stated that "both politically and morally, we need to help the members keep their jobs and move up in their jobs. Enhancement of mobility is the key thing. We must work to expand promotional ladders and better employees' present job skills so that city employees will be more respected."

Others emphasize the importance of training people for new careers while they are still working. In Bernard Rifkin's view, "If somebody is a secretary and wants to become a lawyer, the Fund should help him or her do that. It should meet the needs of people, not just job-related needs. This includes upgrading people out of city titles if necessary." Career change reportedly is often the goal of tuition refund users.

City officials confirmed that career advancement is the primary goal of the Education Fund. One stated that college graduates want their

degrees to aid in job advancement. He said that, ideally, the Education Fund exists to provide skills training to improve the delivery of services to the public. Another official reported that the original mandate of the Fund was to assist people in their careers. In his view, the union now interprets that broadly to include college. He feels that members who invest time and money in college want to see an economic reward; the intellectual rewards are not enough.

Several staff members of the union stated that the reason many workers in the blue collar titles are not covered by the Fund is that their salaries are high already. This further suggests that the Fund is often viewed primarily as a means to promotion to higher-paying job slots.

According to Fund and union officials, many of the rank-and-file still believe in education as the key to success, money, and happiness. John Toto, White Collar Division Director, explained that "they feel that the guy with education is still better prepared to get one of those limited jobs that <u>are</u> available than if he has no education at all." A secretary was quoted in PEP as saying, "...many of our members believe that education will get you where you want to go." (1978:12). This appears to be an important motivation for pursuing education despite the limited prospects for job advancement.

For High School Equivalency (HSE) students, often clustered in low-skill or low-paying jobs with growing credentials requirements, job security and promotional opportunities are primary goals. HSE students said they needed diplomas to keep their current jobs, to be promoted, or to enter DC37's college programs.

The College of New Rochelle (CNR)[1/], a flexible, nontraditional college degree program, encourages working adults to pursue a variety of objectives. Students develop individual learning goals and independent study is encouraged. Tom Taaffe, CNR's Director, sees the purpose of undergraduate education as "helping students to be nonintimidated learners." They learn how to set their own goals and use resources to pursue them.

CNR students do, in fact, have a broad range of educational objectives. Several students in a labor studies class agreed that a bachelor's degree is the "door to promotion in the city." Another student commented, "I wanted to document my experiences since high school in a nonauthoritarian setting," while another said, "I was wasting a lot of time, and I find going to school a very rewarding experience."

The retirees who attend CNR are, according to Taaffe, "in a rare situation. They have no career motives. They are in school almost totally for the love of learning and also for the social benefits."

Even in CNR, which is specifically designed as a general liberal arts program without a career orientation, many students view the value of their degrees in economic or career-related terms. As Taaffe notes, "Most students come to CNR because they feel that a college degree will improve their career options. They come wanting a specialized career program, and they are unaware of the limits--or the potential--of a B.A." He reported that a survey was done in 1977 of CNR graduates. Thirty percent of respondents attributed a salary raise or promotion directly to having a college degree. The other seventy percent, however, were

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1/ As mentioned earlier in this report, technically, CNR is not part of the Education Fund. It is contracted with the union. It seems, however, that "in spirit" it is part of the Fund, particularly since (1) it is located on the same floor as most Fund offices and classrooms, and (2) many of its students are Fund members who finance CNR through the tuition refund program.

generally dissatisfied because they felt that their college degree made no economic difference. (The latter group formed a committee and successfully lobbied for the inclusion of letters in their personnel folders stating that they have a college degree. It is hoped that this will have some impact on promotions.)

V. KEY FUND PROVISIONS

Eligibility

Over 76,000 employees in hundreds of jobs are eligible for Education Fund benefits.[1/] In order for members to be covered, their bargaining units must negotiate with the city for the benefit. Eligibility is determined both by job title and by employing agency. Some job titles are not covered at all, even though other employees within the agency are covered. For example, a secretary working in a particular mayoral agency will be covered for the Fund, but a professional working in that same agency may not be covered. Some titles are covered, but not if an employee in that title works for an agency which has not agreed to cover employees for Fund benefits.

Table 6 describes the eligible Fund population by membership division. As the Table shows, nearly half of eligible Fund members are in administrative and clerical titles (White Collar Division and Administrative and Clerical Division combined). Schools Division workers are the next largest group, followed by workers in the Hospitals Division.

Most blue collar and professional titles are not covered. There is a range of opinion as to why this is so. Some staff members stated that these groups chose not to negotiate for the Fund because their salaries were high already and they saw no need for education. Others said blue collar workers were reluctant to return to school. Still others contend

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1/ Not all employees covered under the Education Fund are members of the union. In 1977, the New York State Legislature introduced the "agency shop." Before this, all members of a bargaining unit were covered for benefits negotiated by the union, even if they didn't join the union. With the agency shop, nonunion employees pay an agency fee (a service fee through the agency for which they work) which is the same amount as union dues. Thus, most people decide to join the union, though there are a small percentage who elect not to.

TABLE 6

ELIGIBLE EDUCATION FUND POPULATION
BY MEMBERSHIP DIVISION[1]

Division	Number of Covered Members	% of Total Covered Members
Administrative and Clerical	26,558	37.1
Schools	16,139	22.5
Hospitals	12,704	17.7
White Collar	7,626	10.6
Blue Collar	4,991	6.9
Professional and Cultural	3,490	4.8
Unknown	5,148	
Total	76,656	

[1] Based on 1978 figures.

that the city saw no need to pay for the education of those already in highly-paid, high-skill positions.

1978 data reveal the following characteristics of the eligible Education Fund population:

- almost three-fourths (73.6 percent) of eligible Fund members are female;
- approximately two-thirds of the eligible population are between the ages of 35 and 64; about two-thirds of that group are between 45-64;
- almost half are not currently married; and
- over half (52.6 percent) have no dependents.

Through a city-wide contract negotiated in the fall of 1978, 20,000 additional employees will become eligible for the Fund in 1979. Coverage will be extended to all full-time employees presently covered by the Health and Security Plan, except employees of some cultural institutions. This change means that many professional and blue collar employees will be covered for the first time.

Admissions

Admission to Fund programs is simple and flexible. There is a general awareness that admission procedures should be uncomplicated, so as not to discourage the participation of working adults, who often have tight schedules and other responsibilities. Several CNR students commented that there was less bureaucracy and red tape at DC37 than there was at other schools and that this was very important to them. Murray Frank, of the Special College Programs, reported that at DC37, "Admissions procedures are simplified and flexible. There are always alternate dates for registration. We don't have drop-outs. We do have multiple entry and exit points" (1977:5).

Two students confirmed this report:

> I read about the program (CNR) in the union newspaper and came in, and the application was very easy. I walked right in and was accepted.
>
> I asked about the English as a Second Language program. The same day I applied and was accepted.

Michael Brailove, of the Education Fund staff, described the admissions process:

> Every day the phone rings at DC37 with requests for specific programs. When someone calls requesting to be admitted to a program, the person will be sent an application. They return the application; then eligibility and job title are checked; and then they are notified, by letter, when the next test will occur. Most, but not all, programs have testing before admittance. Testing is for placement, not exclusion, and the members know this.

It appears that Fund members usually get into the programs they want if they meet admission/eligibility requirements (outlined for specific programs in Table 4, pp. 12-26). However, the length of time between a request for admission and actual entrance into a program appears to vary considerably from program to program. A number of programs have waiting lists. One student, for example, said she had been on a waiting list for a stenography course for eight months. It is not clear from the information available how long the average wait is.

Class Location and Scheduling

Efforts are made to schedule classes at times and locations convenient to working students. The majority of classes are held Monday through Thursday evenings at the Council's headquarters. The rationale is that a large number of students are employed during the day and work near the Council. Thus, they can attend classes on their way home. For those who work at night, however, some classes are also offered on weekdays and Saturday mornings. Table 4 (pp. 12-26) details the location and

scheduling of specific programs.

Special arrangements occasionally are made for particular programs. For example:

- Hofstra students may attend classes in the afternoon through a special agreement with the city which provides enrollees five hours paid release time per week.
- Since 1971, test preparation classes have been periodically broadcast on T.V. (on Saturday mornings), enabling thousands of members (and their families) to get education in their own homes.
- For a considerable number of members who neither live nor work in Manhattan, the class location is inconvenient. An experimental program offered high school equivalency classes in Brooklyn, partly to test the effects of decentralization on class attendance and grades. While specific results will not be discussed here, it appears that further experimentation with decentralization is being considered.

Curriculum

As Table 4 (pp. 12-26) illustrates, the curriculum of Education Fund programs varies widely. Most programs fall into one of three areas: (1) college degree-related, (2) career-related, or (3) basic skills development. Table 7 shows programs which fall into these categories. There is overlap between categories, however. For example, as Table 4 shows, some programs in the career-related category offer college credit toward a degree, some college programs contain curricula which specifically relate to the careers of municipal employees, and a number of basic skills programs are job-related (such as High School Equivalency as a requirement for job maintenance or promotion).

TABLE 7

EDUCATION FUND PROGRAMS BY NATURE OF CURRICULUM

Degree Related	Career Related	Basic Skills Development
Tuition Refund	Accounting	Developmental Skills
CNR/DC37 Campus	Nursing	High School Equivalency
Hofstra/DC37 Campus	Allied Health	English as a Second Language
Special College Programs	Clerical Skills	Reading Improvement Program
Labor/Liberal Arts for Women	Test Taking Preparation	Learning Lab
	Municipal Personnel Program	

Because there is no requirement that degree programs be job related, there is no limit to the range of study allowed under the Education Fund. The diversity of curriculum is most evident in the Tuition Refund Program and in CNR. An examination of tuition refund records reveals that many workers are studying for degrees in subjects unrelated to their current occupations.

A 1978-79 CNR class schedule showed classes being held in subjects such as the human body, urban problems, criminal justice, language study, psychology, science, dance, the labor movement, and sexuality. The courses at CNR change frequently. As a program brochure states, it is "both the RIGHT AND RESPONSIBILITY of students to develop their own curriculum." Each semester, over half of the course offerings are selected by students. While about 18 course slots are filled every semester with core courses and language arts, the remaining 26 have been chosen by students (the 26 courses with the highest number of student votes are the ones chosen).

Financing

The Education Fund is financed through a city contribution of $25 per covered employee per year. The total annual Fund budget is approximately $1,900,000. About $400,000 is spent on tuition refunds. Once a year, the Fund is audited by the city. The Fund also has its own private auditors. According to reports from both the union and the city, no financial problems have ever been uncovered during these audits.

The Education Fund's financing mechanism specifies that the money

can be spent only on education. This mandate appears to encourage the development of education programs which will be utilized. A member of the Education Fund staff described the Fund's financial situation:

> District Council 37 is very good at spending the money that we do have. The funds are not misused. The money is spent on the members. Unlike other unions which have huge amounts of unutilized funds, we do not believe in building up cash reserves. And if we had more money, we would spend it. Other programs could be developed.

Yet several people commented that the Fund has "overextended" itself financially. As a member of the Education Fund staff expressed it, "It's a vicious circle: the city wants the Fund to spend the money that it puts out; but when we do, we run out of money and have budget problems." A recent move to develop uniform data collection methods for all Fund programs appears to be partly in response to these budgetary difficulties.

As mentioned earlier, 20,000 new employees will be eligible for the Fund in 1979. While the city will not be making any financial contribution for these employees, it is anticipated that the Fund's total budget will increase through a new administrative arrangement negotiated with the city. The arrangement is intended to give the Education Fund access to some of the unused monies from other union funds (specifically, the fund for the Health and Security Plan, which contains a surplus of money). It is too early to tell how the financial condition of the Education Fund will be affected by these changes.

VI. ADMINISTRATION

Ever since management of the Education Fund was transferred to the union in 1971, a Board of Trustees has been charged with its administration. The Board consists of an associate director of the union, the treasurer, and five rank-and-file members. The Trustees, who meet at least four times a year and receive no salary, write the regulations governing Fund policy and provisions. They are responsible for the Fund's operations and finances and publish an annual financial statement.

Prior to the new administrative arrangement discussed earlier, the union had three separate funds: the Education Fund; the fund for the Health and Security Plan; and the Municipal Employees Legal Services Fund. Under the new arrangement, money from the three funds will be pooled into one Benefits Fund. A new union administrative board will then receive budget requests from each of the three components and decide how the monies will be distributed among them. The Board of Trustees for the Education Fund will remain separate and autonomous, though the size of its budget will be determined by the administrative board.

All new Education Fund programs must be approved by the city within 30 days. A program is automatically approved unless the city specifically turns it down. Reportedly, only one program has ever been turned down. It involved intensive language study in a "retreat"-type setting.

Day-to-day operation of the Education Fund is coordinated through a central administrative office consisting of an Administrator, Associate Administrator, Comptroller, and support staff, plus staff for individual programs. Individual Fund programs usually have their own coordinators, faculty, and staff.

VII. SUPPORT SERVICES

Counseling

The counseling department is vital to Fund users. As the Associate Administrator of the Fund stated, "The counseling department is the heart of the Education Fund. Somehow everyone utilizes counseling--whether group or individual."

The counseling service was begun approximately two years ago from a model developed by a group of New York University consultants.

The department is staffed by one full-time and five part-time counselors. By design, counselors vary in age (from 30-60) and in ethnic background. There is one bilingual counselor and three are union members. Because the counselors themselves have gone back to school as adult learners, they provide very important role models for their counselees.

Counselors are available days, evenings, and Saturdays. Each Monday through Thursday evening, there are two counselors at 140 Park Place and two at 365 Broadway. Both drop-in counseling and individual appointments are available, as the counseling staff feels each is important.

People find out about the counseling service mainly through the union newspaper (which advertises it in the education column), word-of-mouth, workshops, and outreach. Not much outreach is needed, however. Said Joyce Dudley, Coordinator of the Counseling Department, "If there were too much outreach, we could never handle the amount of people involved."

Between 1,100 and 1,500 people reportedly seek counseling each semester. There are three groups: those currently in DC37's education programs; prospective students considering enrollment; and those taking courses outside of DC37. According to Paula Guertin, of the Tuition Refund Program, "Many people would rather go to counseling here, even though there might be counseling available in the colleges that they attend. The counseling service here is centralized and is less threatening."

Though individual counseling is always available, the department has adopted a group model. Counseling is incorporated into each educational program through group orientation sessions. The group session is held again in the middle of the program and at the end. Group counseling, because it enables peer comparison, is felt by the department to be the best way to overcome problems people have with individual counseling. Dudley stated that, "The focus of counseling in the Fund is positive. The traditional medical model of counseling is problem oriented. Here we integrate counseling into the rest of the educational experience and it is not experienced as a stigma." The group approach also enables a small staff to serve a large population.

In a supportive group atmosphere, counselees find they are not alone in their fears and concerns about returning to school. Counselors often tell prospective students they are already learners, even when they are not in class. Timid students are often strong and capable as supervisors on their jobs or as homemakers. Dealing with these issues tends to give these students a new sense of themselves.

The group model has helped to insure that education is connected to

other aspects of life. In addition to discovering their own capabilities, counselees learn how education will affect all aspects of their lives. They are exposed to situations often encountered in pursuing further education. Thus, a preventive approach is employed. Students know beforehand what they should expect. One counseling class is entitled "I love You, but I've Got to Study." It examines how people can study and deal with family life simultaneously. Students are also exposed to the many positive effects of a return to school. The counselors hope to recruit people who have already been through the program to give advice and feedback to incoming students.

Another important function of the orientation is to help people understand what a college degree can and cannot do for them. Those who grew up in another generation often view a degree as a "magic key" and must learn about current job market constraints, as well as the meaning and value of different credentials.

In addition to formal counseling, informal counseling is constantly available through a network of support and advisement, including teachers, administrators, and staff members. It is often spontaneous and informal. For example, a staff member in the Tuition Refund Program often acts as an educational broker, assisting and advising students seeking educational opportunities elsewhere.

Learning Lab

The Learning Lab provides tutoring and individual instruction in reading, writing, and math. Usually, students who use the Lab are enrolled in a class at the Fund and are recommended by their instructor. About half of Lab users are students in the High School Equivalency

Program. Sometimes, however, members use the Lab on their own for brush-up work in basic skills.

Students using the Learning Lab are first interviewed and their learning needs diagnosed. They then receive their own learning program and schedule. The Lab operates weekdays, evenings, and Saturdays.

Library

The Library, approximately two years old, includes reference books and a take-out collection. It also has a cassette collection, publications, and a large labor section donated in memory of the late president of one of the Council's locals.

The Library also is a training resource for those who lack knowledge of or confidence in using the larger city-run libraries. The facility is open weekdays, evenings, and Saturdays.

VIII. PROMOTION OF THE EDUCATION FUND

There appears to be widespread awareness of the Education Fund by union members. There is almost unanimous agreement among both staff and students that the most important reason for this is the publicizing of programs in the union newspaper. As Tom Taaffe, CNR Director, stated, "Anyone who doesn't know about the program (CNR) probably doesn't read PEP."

The Fund is required by city law to publish periodic notifications in PEP of program availability, regulations, and provisions. The paper has an education column and ongoing coverage of Fund activities. As mentioned, PEP is mailed to all members' homes.

PEP advertising can, however, present problems. Members of the Education Fund staff commented:

> We don't want to advertise too much because we'd get too many people, and we don't want to promise services we can't deliver.
>
> Sometimes when programs are overutilized, we keep our publicity ads small. We have to advertise, but we try to keep it small, because we are just not able to accommodate everyone.

Other common methods of publicizing Fund programs are word-of-mouth and referrals from counseling. Reportedly, when one person succeeds in a program, friends or co-workers often want to get involved too. Also, many active union members take it upon themselves to know all the services the union has to offer. Some members just come in and ask, while others find out about the programs by getting involved in test preparation. In addition, some locals make a point of promoting the programs to the rank-and-file at meetings. Members are encouraged to enroll and not to

miss deadlines. Other students find out about the programs through their employers or through union notices. Recently, the Education Fund has begun publishing a newsletter discussing Fund activities and sharing the experiences of students. In 1979, the Fund will establish a 24-hour hotline featuring recorded announcements of class schedules, cancellations, and new programs and activities.

Overall, it appears that while there is a high level of awareness about the existence of the Education Fund and some of its major functions and programs, union members are much less aware of program specifics. For example:

- a number of members believed their union dues supported the Fund and were not aware that it was financed by a city contribution;
- students from the High School Equivalency program were unaware that their children couldn't participate in the program because the Fund trust agreement does not provide for coverage of members' families.

As an incentive, the union gives certificates to people who are not in college-certified programs. It sends copies to management, with the hope that the certificates will go into the employees' personnel files. However, it is uncertain if this is actually done.

Thomas Roche, the City Personnel Director, recently agreed to include a letter in the personnel files of those employees who have completed college programs. DC37 has agreed to compile the letters and it will start with CNR alumni. The letter will also be sent to the heads of the agencies in which graduates work. In the words of an Education Fund administrator, "This is small, but it's a first step. The city is recognizing this certification, and when people are up for promotions,

the letter will be part of the consideration." Roche also feels that it is important to recognize graduates of higher education who have gone to school on their own time.

IX. UTILIZATION RATES

In general, the numbers of participants in Education Fund programs are not well documented. As a member of the Fund staff said, "We've been so busy developing programs, that we have never gotten around to tabulating the number of users. We're finally realizing that it needs to be done." Reportedly, steps are being taken to do this.

Where numbers of participants are known, they have been included in Table 4 (pp. 12-26). As the table illustrates, the use of tuition refunds has increased since 1971. The increase is attributed to three factors: (1) more members became eligible for Fund benefits; (2) awareness of the Fund increased; and (3) CNR was established. It would seem that the first two factors would also affect participation in other Fund programs. However, information is not available to substantiate that hypothesis.

There are varying opinions among the Education Fund staff on the level of use of Fund programs. The range of opinion is expressed in the following comments:

> Programs are never undersubscribed. If there was more space, there would be more people.

> The Fund services 3,000 people every week. But considering that 70,000 people are eligible, we need to be reaching many more. We need to develop an educational brokering system, because we just can't accommodate everyone here.

> My guess is that the Fund has over a 10 percent participation rate.

From available information, however, it is not possible to assess supply and demand or to report the exact percentage of eligible employees who

utilize the Education Fund.

Clerical and hospital workers are reportedly the greatest users of the Fund. This is not surprising since the two divisions which cover most clerical and hospital titles comprise almost two-thirds of the eligible Education Fund population. The Schools Division, however, has more covered members than does the Hospitals Division. The reason for greater Fund use on the part of hospital workers may relate to their concentration in low-paying, low-skill jobs and their low level of educational attainment (see Tables 2 and 3 on p. 9). Clerical workers are also clustered (though to a lesser degree than hospital workers) in the lower-income, low-education categories.

The idea that these groups are more frequent users of the Fund because they more often hold entry-level jobs and have little education must be reconciled with the findings of other studies of adult education use which suggest that those with the most education are the most likely to seek more education. Those findings would imply that professionals would be the greatest users of education, an idea that could be examined at the Education Fund beginning in 1979, when many professional titles will be covered for the first time.

If it is true at the Education Fund that those eligible employees with the least education most often seek more education, it may be attributable to two factors: (1) the city's fiscal crisis, coupled with civil service system requirements, may make education more a prerequisite for job advancement than would be the case in other circumstances (this issue is examined later in this report), and (2) the Fund concentrates its efforts on encouraging those groups which traditionally have been the

least confident and therefore likely to contemplate a return to school (those with the least education). These statements are "informed speculation", not documented fact.

The fact that clerical and hospital workers are the greatest Fund users partly explains why so many Fund users are female, particularly in the case of the clericals. The groups most often ineligible for the Fund benefit, blue collar workers and professionals, have a much higher proportion of males, especially the blue collars.

X. LOCAL PERSPECTIVES ON FUND SUCCESS

Criteria and Assessment of Success

Before reporting how those involved with the Education Fund regard its success, it is necessary to examine how they define success. In talking with union and Fund staff, as well as city officials, three main criteria for success were cited: (1) the numbers of students the Fund attracts; (2) the ability of the Fund to meet its stated objectives; and (3) membership reaction to the Fund.

There is a general agreement at DC37 that the Education Fund functions well for the membership. Union officials are particularly enthusiastic, with associate directors Lillian Roberts and Edward Maher describing the Fund respectively as "an excellent success" and "the best worker education program in the country."

Of the Education Fund's ability to attract large numbers of students, there are mixed reactions. Some feel that the union is uniquely successful in this regard:

> The DC37 Education Fund is serving more people than any other union education program--Member of Education Fund staff
>
> Many people come here through the cold winter winds at night to attend classes. There is an extremely low drop-out rate.--Edward Maher, Associate Director of DC37.
>
> The program works in that all the money is used and there are waiting lists to get in.--Education Fund staffperson

Others, however, stressed that there are still many people who are not being served by the Fund:

> I'm not sure if the program is a success. In some cases, such as with blue collar workers, we have not demonstrated to people that education has something to offer them that is worthwhile.--Education Fund staffperson

> We need to be reaching many more people then we are currently.--Member of Education Fund administration

> There are so many people who need training, and the Education Fund is unable to serve them all.--City representative

Regarding the Fund's success in meeting its stated objectives, a member of the Fund staff commented that "the program works. It does what it is supposed to for most people." The Fund's associate administrator stated that the Fund achieves its objectives by "providing programs for people who would have nowhere else to go." While these comments represented the prevailing view at the union, other people noted that while the Fund may be doing its job of educating people, this did not ensure that its ultimate goal of career advancement would be met. For example, a city official said that,

> the Education Fund is doing what it's supposed to be doing for its members, but that's not necessarily translatable into career advancement. There is no direct correlation between education and advancement. Theoretically, education would make a worker perform better on the job, and that would lead to advancement; but in a time of layoffs, the city is not looking to increase promotions.

There is widespread agreement among all groups interviewed that membership reaction to the Education Fund is positive. As the Executive Director said, "The way I judge the success of the program is by the reaction of the membership, and the responses of the members to the Education Fund are very positive."

Reasons for Success

Union officials, students, and Education Fund staff were asked why the Fund works. Further, an attempt was made to assess which factors

led students to seek education at DC37 rather than other places.

Table 8 lists specific factors which were cited by staff and students as contributing to the Fund's success. As the Table shows, 7 of the 14 reasons listed were mentioned by both groups. What follows is a discussion of each factor:

(1) The Fund is run by the union, in which members have faith and trust.

The importance of the fact that the Fund is union administered was mentioned repeatedly by staff members of the Fund and the union. According to these staff members' reports, the rank-and-file have great faith in the union and feel it is on their side. In Roberts' words, "People know that the union wants them to succeed. They can trust the union." And Maher stated that at DC37, "People know they will get a fair shake."

A number of union staff people stated that a management-run program would not attract many participants. Bernard Rifkin explained his view of why many negotiated worker education programs have low levels of utilization:

> The programs are management run. The company has no stake in getting the plan utilized because it is just another cost item. The union has no stake in getting it utilized because it sees the plan as paternalistic; it doesn't want any part of it. Here the program is union run which is very important.

(2) The members feel a sense of ownership toward the union, which is a supportive, service-oriented institution.

Staff stated frequently that Council members feel entitled to use the many services provided to them by the union. As one explained,

> Union members view education as another benefit to which they are entitled, just like the health benefit. They

TABLE 8

FACTORS CONTRIBUTING TO SUCCESS OF THE EDUCATION FUND

	FACTOR	CITED BY STAFF	CITED BY STUDENTS
1.	The Fund is run by the union, in which the members have faith and trust.	X	
2.	The members feel a sense of ownership toward the union, which is a supportive, service-oriented institution.	X	
3.	The top union leadership is extremely approachable and philosophically endorses education for the membership.	X	
4.	The program is accountable to the students; they have input into it.	X	X
5.	Members study with other adults and co-workers, and the program is geared toward working adults.	X	X
6.	The program is voluntary, and the students in it are highly motivated.	X	X
7.	The students have a clear need for education.	X	
8.	The staff has a stake in promoting use of the Education Fund.	X	
9.	Teachers and counselors are accessible, supportive, and interested in the students' welfare.	X	X
10.	Classes are small and nonintimidating.	X	X
11.	There is less bureaucracy and red tape than at other schools.		X
12.	There are social benefits from attending Fund programs.	X	X
13.	It is much less expensive to attend school at the Fund than at other schools.		X
14.	Classes are offered in a centralized, convenient facility.	X	X

> feel that by being union members they are entitled to these services. Thus, they feel more comfortable about using them.

Jerome Contee, Assistant Director for Skills Development, commented that,

> Members are not called clients. It is their organization. They are dues-paying members and they are buying services for themselves...The fact that students see the Education Fund as their program is very important because many students have had bad experiences with school and have many fears about coming back.

(3) The top union leadership is extremely approachable and philosophically endorses education for the membership.

The fund staff often refers to the role of the Council leadership in encouraging use of the Fund. Joyce Dudley, Coordinator of Counseling, said that,

> While the program has to be good, it could not succeed without the kind of leadership provided here. The top union leaders are extremely approachable, and members are not afraid to talk to them and voice their concerns.

Contee confirmed this, saying that,

> A lot of people take advantage of many services here. It is a very socially active Council. It is the leadership's philosophy that is directly responsible for people's attitudes in this regard...The leadership is extremely approachable and the members are not shy. If they have a gripe, they will go in and see the Executive Director. They refer to him by his first name.

Not only is the union leadership approachable, but it has offered firm support for the education of its members. The Executive Director feels this leadership support was an important factor in the Fund's development: "Education is one more aspect of the union and its philo-

sophy. This union deals with the whole worker. You cannot separate the job and the individual."

(4) The program is accountable to the students; they have input into it.

Seemingly an outgrowth of the factors reported above, students feel that they have a voice in the direction and nature of the Fund and its programs. Because the union is their institution, they feel entitled to influence its development to make it responsive to their needs. Both staff and students mentioned this factor as contributing to the Fund's success.

This atmosphere of accountability is captured in a statement made by Sean Gibney, Education Fund Administrator, to a group of students. He told them, "You are consumers getting a product. Make sure you get what you want."

(5) Members study with their peers and the program is geared toward working adults.

The importance of this was emphasized repeatedly by both staff and students. It was frequently one of the major reasons cited for the Fund's success. The fact that the learning environment is composed of adult co-workers is seen as a key influence in attracting otherwise reluctant workers back to the classroom. The counseling coordinator explained it this way:

These workers are looking for an adult environment. They are threatened by being in a large, youth-oriented educational institution. So even as popular as adult education is becoming, still, when offered in the context of a youth-oriented institution, it is very alienating and threatening to a lot of workers. Here, because DC37 is a work setting, involving comradeship between workers, it becomes an adult learning center with a common link.

The comments of students further illustrate this point:

Here the program is geared to working adults. That is very important to me...I'm not afraid to ask questions.

Because we're studying with co-workers our own age, there is less tension and no generation gap.

The adult age group is very important. And we're all co-workers here...I would hate to be in (High School Equivalency) class with teenage dropouts. They make us feel very embarrassed and ridicule us.

(6) The program is voluntary, and the students in it are highly motivated.

According to staff and students, because the students at DC37 have elected to be there, their commitment is high and helps to make the program work. One CNR student said, "Everyone in this building going to school is here because they want to be--whatever their motivation." Taaffe described students at CNR as having less of the anxiety about why they are in school that often plagues regular undergraduates. He said the CNR program is thus geared more toward education than discipline. And, as Lillian Roberts explained, "Students here are self-screening. Unlike many undergraduates, they know why they are here. They have decided that they want to be in school or that it is necessary."

(7) The students have a clear need for education.

This was more often implied than specifically cited as a reason for the Fund's success. Yet, one union staff person stated that "the Fund

is highly utilized because there is a direct need and a direct payoff. Members need it for promotion and job change, and that is why they use it so much."

(8) The staff has a stake in promoting use of the Education Fund.

A member of the Education Fund staff said that "we, the staff, are pressured to get the members to use the programs. If they don't, we'll lose our jobs. We have a definite stake in promoting the programs to the membership."

(9) Teachers and counselors are accessible, supportive, and interested in the students' welfare.

The importance of the quality of the relationship between staff and students was frequently mentioned by both groups. It is seen as an important factor in easing the transition of this group of working adults back to school. Reportedly, many had bad experiences during their earlier years in school, and the supportive atmosphere provided by the Education Fund staff is needed to overcome the ill effects of these experiences.

This seems especially true in light of comments by students about other schools they recently attended (before DC37). The lack of close student-staff relationships was often cited as an important alienating factor. As a student in an English as a Second Language class explained, "I've gone to other schools and the teachers were entirely different. They weren't half as sympathetic and capable as the teachers are here." Other students described the Education Fund faculty as "remarkable," "patient," "understanding," and "sympathetic," and one said that "here,

if we have a complaint, we can go to the teacher or program director and tell them about it."

The Assistant Director for Skills Development described why high school equivalency students are motivated to come to the DC37 program:

> There are many, many other high school equivalency programs throughout the City of New York that people could go to. The reason they come to DC37 is because here they are treated as though they are special. They are cared for in a nonthreatening atmosphere and the instructors know them, their skills, and weaknesses.

(10) Classes are small and nonintimidating.

According to Michael Brailove, who coordinates many of the Fund's basic skills programs, "Even though the education program has expanded so much, it has not lost its personalized touch."

Students frequently mentioned the value of the small, personalized class atmosphere which exists at the Education Fund. According to one:

> It is too crowded in other places. We can't relate to each other in large classes. Unlike in traditional colleges, we feel free to ask questions and give feedback. There is a lot of lecturing.

(11) There is less bureaucracy and red tape than at other schools.

Students, particularly, cited this as an important difference between DC37 and other schools. Those who had been to other schools reported complicated, time-consuming registration procedures and found the simplified admissions process at the Education Fund a welcome relief.

(12) There are social benefits from attending Fund programs.

While perhaps not a prime factor in initially drawing people to classes, both staff and students mentioned the social rewards which make studying at DC37 more desirable. A Fund administrator explained that, "Students come and work hard, but there's a very social atmosphere and

they have fun. It's a night out." Another staff member commented, "The environment is very social. This is important because it brings a lot of people to the programs."

(13) It is much less expensive to attend school at the Fund than at other schools.

A number of students stated that they could not afford the tuition fees charged by other area schools but could pay the nominal costs at the Fund.

(14) Classes are offered in a centralized, convenient facility.

Education Fund programs are offered in two locations (15 minutes' walk from each other) in an area of Manhattan in which many of the members work. The majority of Fund services are housed in the union headquarters.

Both staff and students cited this as a factor in the Fund's success. The Executive Director stated that "the unique reason for the education program's success is that all the facilities are in the union headquarters. It is very costly to have it this way, but it is a very important expense." A member of the Fund's staff said that "students come here where the program is centralized, and this is an initial motivation for them to get involved in more than one program. They come for one thing and end up hearing about others." Several students said they were attending classes at DC37 rather than at other schools, because of their convenient location.

The location, however, is not always considered convenient. Some students saw the location as a hardship which had to be overcome. As noted, the Fund has experimented with decentralization of programs as a possible way of reaching more members.

Impacts of the Education Fund

What are the effects of the Education Fund? Does it meet its stated objectives? Are there secondary or unintended impacts of Fund use? What are the impacts on different groups?

Assessment of Fund program impacts is based mainly on staff reports and on the comments of students, most of whom have had no prior educational experience at DC37. The latter fact means that students' views generally reflect short-term impacts only. While staff views reflect observation over a number of years, there has been very little formal follow-up or study of what happens to members as a result of their educational experiences. Perhaps this is attributable to the union's emphasis on delivery of services to members as a top priority, rather than on documentation. (There have, however, been a number of attempts recently to begin evaluation and documentation of various Fund activities, including the 1977 Annual Report, increased record-keeping and follow-up of tuition refund students, a new Student Advisory Committee designed to increase feedback from students, and staff evaluation committees within the Education Fund.)

Impact on Workers

Based on discussions with staff and students, the following major impacts of the Education Fund on workers were identified:

(1) Use of the Fund enhances the possibility of mobility and job advancement, as well as providing greater job security.

In the view of a member of the union staff, "The Fund is very important to the job and career development aspects of the individual members." This view reflects the most important hoped-for outcome of Education Fund

use. As mentioned throughout this report, given the current economic situation in New York City, it is questionable if or to what degree use of the Fund is directly or immediately translatable into career advancement. Nevertheless, the belief of both staff and students that education is a necessary prerequisite for advancement in the New York City civil service system seems to hold true. For whatever jobs or promotions are available, the possession of a high school diploma, adequate test scores, specialized skills training, or a college degree may be an essential minimum requirement.

Many Fund staff and users say that participation in certain programs results indirectly (and sometimes directly) in promotion and upgrading to a higher job title. Students get high school diplomas in order to keep their jobs or to qualify for promotion. Members take test preparation courses for exams which will broaden their opportunities for job advancement. Now that the city has begun recognizing certification of college degree completion, the possession of a degree may have increased weight in promotional considerations.

The importance of all the above in a time of serious job scarcity is obvious. According to Associate Director Roberts, "Nobody should say that licensing and credentials aren't important. They're a form of recognition by society which affords people more mobility."

In a survey of CNR graduates, 30 percent of respondents attributed a salary raise or promotion directly to having a college degree. One CNR student reported that, "I did not pass the promotional exam. But that doesn't matter, because when I get my degree I'll automatically be promoted." Other students in the class agreed that a bachelor's degree

was a "door to promotion in the city," but saw a less direct connection.

(2) Fund users have increased expectations for mobility and job advancement.

What about the member who trains for a position, feels pride in receiving a qualifying certificate, then sees no results? In the view of the White Collar Division Director, "Hand in hand with the career opportunities that may develop from these education programs is the frustration that comes from participating in the programs and then seeing no result. People take courses, pass the tests, and then there is nowhere to be promoted to. The jobs are just not there." The CNR survey mentioned previously found that 70 percent of respondents felt their college degrees did not make much difference in their city jobs, and many were dissatisfied as a result. In the words of one CNR student, "They promise you a slot, and then it's not there."

This sense of frustration and thwarted expectations reportedly affects college students more than high school equivalency students. The latter group is often most concerned with job security. Many adult college students, however, still see the college degree as a "key to success."

(3) The job performance of Fund users often appears to improve as a result of utilizing the education programs.

As one High School Equivalency student said, "Now that I'm studying, I'm much more alert on the job. It really helps a lot. I'm better with paperwork too." An English as a Second Language student reported that before she took the class, she was unable to read or write on the job. Now, she finds it easier to handle her job effectively because of her

improved ability to communicate in English.

This improved job performance may at least indirectly enhance the advancement opportunities of the participants.

(4) Use of the Fund often increases members' pride in their city jobs.

According to Roberts, "Licensing provides goals for the workers. Everyone should have pride in their job--no matter what it is. People need to know that their efforts are appreciated and valued, and licensing is one way of doing this." The credentials earned by students may be perceived as valuable in themselves and thus may have impact on their overall satisfaction and pride in their jobs.

(5) The ability of Fund users to pursue further education is enhanced--in terms of either psychological readiness or increased credentials or skills.

According to students and staff, many High School Equivalency students go on to CNR or one of the Fund college programs. The intent to pursue college was reflected in the comments of some students in both High School Equivalency and English as a Second Language classes.

Jerome Contee, of Skills Development, reported that High School Equivalency graduates are "turned on again in terms of learning. Their bad experiences with prior schooling are reversed. Many go on to the Developmental Skills or College Programs." This reawakening of enjoyment in learning seems to be one of the most important secondary impacts of the Education Fund.

According to Taaffe, approximately 45 percent of CNR graduates get

into the graduate schools of their choice, and 30 percent of graduates are currently in graduate school.

(6) Fund users often have improved self-esteem, self-confidence, resourcefulness, or skills.

Staff and students cited important psychological benefits resulting from schooling which would seem to affect other areas of the students' lives.

Contee explained that High School Equivalency graduates have a "real sense of accomplishment. They feel very proud that they have made it through the program, and they often bring in their diplomas to show to the staff that trained them."

The teacher of the English as a Second Language class said the class "is very important to the students. For some of them, it is a major thing in their lives." The students' comments indicated that learning English and being able to communicate with more people markedly increased their sense of self-worth and pride. Reportedly this helped their interactions with both employers and family members.

According to Joyce Dudley of Counseling, college work helps people "recognize their own skills and verbalize them to others. It is this, more than the degree itself, which helps people get jobs."

Taaffe feels that graduates of CNR are sometimes better-prepared than other college graduates to deal with future endeavors because they have developed into independent learners with the resourcefulness to know how to pursue their own goals.

(7) Use of the Education Fund has a positive effect on family life.

Though reference is often made to the disruptive influence worker education has on family life, students made numerous references to the beneficial effects of their education on family members and family relationships.

Staff members said that education improves family life and makes the students better parents. Also, as Dudley explained, "Some members say that once they have started going to school, all of a sudden their kids do their homework much more, and a sort of a healthy competition develops. The parents, going to school, serve as very positive role models."

Everyone interviewed from the High School Equivalency Program agreed that their education has a positive effect on their children. The children stay in school longer and do better, because they see how important education must be if their parents, after having been out of school for so long, are returning to school while working. One woman reported, "I have two teenage grandchildren who can't wait until I get my high school diploma...My granddaughter helps me with my homework."

English as a Second Language students said their children are very proud of them. Several of these students, however, mentioned that their husbands had been very threatened by their return to school and saw no need for it. In Dudley's view, "The reaction of the spouse cannot be generalized. Sometimes they are very encouraging and supportive and they get involved in education too. Other times there is negative competition and the spouse gets very jealous." (Courses sponsored by the Counseling Department are designed to help deal with this.)

It should be added that a number of students did mention the difficulties involved in going to school while raising a family and working. They said, however, that because school is an important priority, they are willing to make sacrifices and find ways to work out scheduling difficulties.

(8) Participation in the Fund has social and interpersonal benefits.

Students mentioned they value the program partly because they enjoy their peers, form new friendships, and learn skills in communicating and relating to others. As a High School Equivalency student expressed it, "You meet different people here and learn how to relate to people. We're comfortable with the people we study with, and we enjoy each other and challenge each other."

The interpersonal benefits are perhaps even more important for the retirees, many of whom may have few other social contacts. Taaffe described CNR as "a lifesaver" for some retirees.

Impacts on Union and City

The Education Fund also has impacts on the union and on the city. The existence of the Fund apparently enhances the membership's loyalty to the union. Several students reported that they think more highly of the union because it is sponsoring education. A CNR student said that "we get the feeling that the union is concerned with our welfare." They see it as a provider of special services, and thus their commitment to the Council increases.

Some Education Fund students become more actively involved in the union as a whole. The Director of the Schools Division reported that attendance at political meetings at the Council has greatly increased since

members started going to classes, because they are already in the building for school, so are more inclined to volunteer for political activities.

Utilization of the Fund by some students appears to create a "snowball effect" which increases overall participation. A few students mentioned that once they got involved in a program, they told their friends and co-workers about it. As a union official said, "If one person succeeds in a Fund program, then someone else finds out about it and wants to get involved too."

The City of New York benefits from the Fund because it helps create a better-trained workforce. Associate Director Roberts stated that "the education program is just another way for employees to serve the city." Another member of the union staff said, "It is in the city's best interest to have better-educated employees because these employees will perform better on the job."

It also seems that the city would be affected by the level of job satisfaction among its workforce. The discussion earlier in this section of the Fund's impacts on workers raises several questions in this regard. Does the Fund increase worker satisfaction by improving job performance and providing credentials? Or does it foster dissatisfaction if expectations rise without the attendant advancement in careers? As a related issue, what happens if, as some city officials say, job titles change but job duties do not? An attempt to answer these questions is beyond the scope of this report. It seems, however, that just as use of the Fund may affect levels of worker satisfaction, the level of satisfaction may influence further use of the Fund. That is, worker perceptions about the degree of

"payoff" from education will affect their future decisions about further schooling.

XI. ASSESSMENT OF ELEMENTS OF FUND SUCCESS

What makes the Education Fund work? Why do thousands of members who have been out of school for years come to DC37 after a full day's work to attend classes? Why does a mother with a job and several children set aside time to study for an Education Fund class?

The success of the District Council 37 Education Fund can be viewed in different ways. In this report, the Fund is examined, first, in terms of reduction of barriers to participation in worker education and, second, in terms of an interplay of factors which lead to Education Fund use, some of which are replicable in other settings and some of which are not.

The National Manpower Institute (NMI) has surveyed many worker education programs with low rates of utilization (see Charner et al., 1978). In most of these programs, workers receive reimbursements for tuition costs. Through surveys of union officials, management officials, and workers, NMI has identified problems or barriers which affect educational participation and has proposed methods for overcoming them or reducing their impact. These problems or barriers can be classified as either psychological/attitudinal or structural.

Table 9 lists some of the problems identified in the NMI study and shows provisions or program features of the DC37 Education Fund which reduce the impact of these barriers or eliminate them. What follows is a discussion of each of these problems:

(1) Management does not encourage workers to use the program.

At DC37, the program was initiated and/or endorsed by top-level leadership.

TABLE 9

BARRIERS TO PARTICIPATION IN WORKER EDUCATION PROGRAMS, COMPARED WITH THE DC37 EDUCATION FUND

GENERAL BARRIERS/PROBLEMS	DC37 EDUCATION FUND
Structural	
1. Management does not encourage workers to use the program.	Leadership endorsement of education. Institutional support for the program.
2. Workers lack information about the program and about educational opportunities.	Well-publicized program; ongoing promotional efforts.
3. Workers lack counseling and educational advisement.	Continuous availability of counseling and advisement.
4. Workers have little or no input into the development of programs.	Program accountability. Worker input encouraged.
5. There are insufficient incentives for workers to participate in programs and/or they have low expectations of the payoff.	Most programs result in some form of credit, credentialling, certification, or letters to employers. Many users see the Ed Fund as a key to career advancement.
6. The range of educational offerings is too limited or restrictive.	Wide variety of educational offerings and types of study sponsored.
7. Application and approval procedures are complicated and time-consuming.	Lack of red tape. Admissions process is simplified.
8. Classes are scheduled at times inconvenient to workers.	Classes are scheduled flexibly; most are held in the evenings.
9. Classes are held in inconvenient locations.	Classes are held near to where many students are employed.
10. The cost of education is too high.	Little or no cost to students.
11. Child care is unavailable.	Child care facilities available on Saturdays.

Psychological

12. Workers have no need or desire for education.	Current programs reflect workers' interests or needs.
13. Workers are afraid or reluctant to return to school.	Support services available. Small classes. Workers study with peers.
14. Workers feel they are too old to return to school.	Workers study with other adults.

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[1] This was not included in the NMI study but has been cited in other discussions of problems with worker utilization of education.

Whether in a union or management context, this means that the program does not have to justify its existence and objectives. From the start, it has had inherent credibility and legitimacy. Not only does that reduce potential threats to the program's status and survivival, but it also appears to speed up the process by which the workers come to accept and believe in its value and thus consider utilizing it.

There is also institutional support for DC37's education program. Again, the program does not have to justify itself among different groups within the institution because, as a union staffperson said, "All of the services, including education, are supportive of what we as a union are doing here...In other settings, the goals of the education department may conflict with other institutional goals." At DC37 the educators feel that the Fund, with few exceptions, is endorsed and valued throughout the Council.

(2) Workers lack information about the program.

In the NMI study, lack of information was one of the most frequently identified problems regarding plan use. At DC37, there appears to be widespread awareness of the education program. Specific information is also made readily available to the membership (through PEP, Education Fund notices, the locals, etc.).

(3) Workers lack counseling and educational advisement.

The NMI study also identified a desire for educational counseling and advisement on the part of many workers. At DC37, counseling and support are continuously available at many points throughout the Education Fund. This appears to be extremely important for people who may have been out of school for years, are often afraid to return, and who may not know how to plan their education.

(4) Workers have little or no input into the development of programs.

Some of the recent literature on worker education states that levels of participation will increase only when workers are actively involved in the development and administration of programs, rather than being handed a preset plan. At DC37, the program is held accountable. Workers are encouraged to voice their complaints, and they know that it is their program, which they are entitled to use and to shape.

Also, DC37 is unusual in that there is a very direct link between the members and the top-level leadership. Thus, it was reported that a member with a complaint about the Ed Fund may well choose the Executive Director's office as the first place to register it.

(5) There are insufficient incentives for workers to participate in programs and/or they have low expectations of the payoff.

As mentioned throughout this report, most students are motivated to use the Education Fund because they have needs or goals related to career advancement. They often see the Fund as a way to meet those goals. Despite some ambiguity regarding the extent of the Fund's direct effect on career advancement, most Fund programs offer some tangible "reward", such as credits, a certificate, or a letter to employers. These rewards at least offer the possibility of an economic or other work-related payoff.

(6) The range of educational offerings is too limited or restrictive.

Many worker education programs only provide for study which is directly job related. At the Council, the Education Fund's mandate is interpreted broadly, and a wide range of offerings exists. The scope of Education Fund programs includes everything from remedial work in basic skills to advanced

technical study at the graduate level. Also, degree programs do not have to be job related. Thus, a wide range of educational needs and interests can be met through Fund programs.

(7) Application and approval procedures are complicated and time consuming.

As mentioned, the Fund's simplified admissions process reflects an awareness of the deterrent effect that difficult registration procedures have on working adults. Registration is kept simple and flexible. The importance of this has been noted by Education Fund students who have attended (or tried to attend) other schools in the city.

(8) Classes are scheduled at times inconvenient to workers.

Shift workers often mention the difficulty in trying to accommodate class schedules and work schedules.

The municipal employees who use the Education Fund often work during the day. Thus, most classes are held weekday evenings and on Saturdays. Some classes, however, are also offered during the day. This is done in an effort to accommodate as many workers' schedules as possible.

(9) Classes are held in inconvenient locations.

For the large number of students who work near the Council's headquarters, it is relatively convenient to attend classes after work on the way home.

(10) The cost of education is too high.

In the majority of tuition reimbursement programs, workers must advance often large sums of money before receiving refunds. This is frequently cited as a deterrent to worker use of education benefits. While this arrangement exists in the Education Fund's Tuition Refund Program, the vast

majority of Fund programs involve little or no out-of-pocket expense for students. Typically, students pay for books and materials and the Fund pays the rest. This stems from the Fund's method of financing: money is specifically set aside to be used for education. The importance of this factor is obvious, since the Fund caters to a population predominantly in low- and middle-income levels.

(11) Child care is unavailable.

The Education Fund somewhat reduces this barrier by providing Saturday activities for children whose parents are attending classes.

(12) Workers have no need or desire for education.

Opinion varies as to how much this contributes to underutilized worker education programs. Regardless, at DC37 programs reflect workers' interests or needs. While programs were initiated by the Council leadership, they were continued only if they met with sufficient response. The number of highly subscribed Fund programs attests to a strong interest or need on the part of many workers in pursuing further education.

(13) Workers are afraid or reluctant to return to school.

The Fund incorporates a number of program features designed to ease the transition back to school for adults who often have had bad experiences with learning and are afraid of failure. Support is often available from teachers, counselors, and administrators.

Members study with their co-workers in small, personalized classes geared toward working adults. The emphasis seems to be on goals rather than grades. While students may have previously held professors in awe, at DC37 teachers and students seem to have a very good rapport. Teachers

and administrators appear to view students with warmth, interest, and respect. At a meeting between staff and students, the Education Fund Administrator told students that "anyone who can work eight hours a day and then come to class is incredibly courageous. I admire you tremendously." Students reported that teachers are "wonderful and patient," do "a remarkable job," and "are understanding and keep you interested."

(14) Workers feel they are too old to return to school.

Because the DC37 education program is geared toward adult learners, it combats the notion of many workers that it is bad or shameful to return to school after reaching a particular age. Not only does the existence of the program give adult learning inherent legitimacy, but the Fund's counseling program specifically deals with the issue of age. Also, because Fund users study with co-workers, they see that a return to school in later life is not unusual.

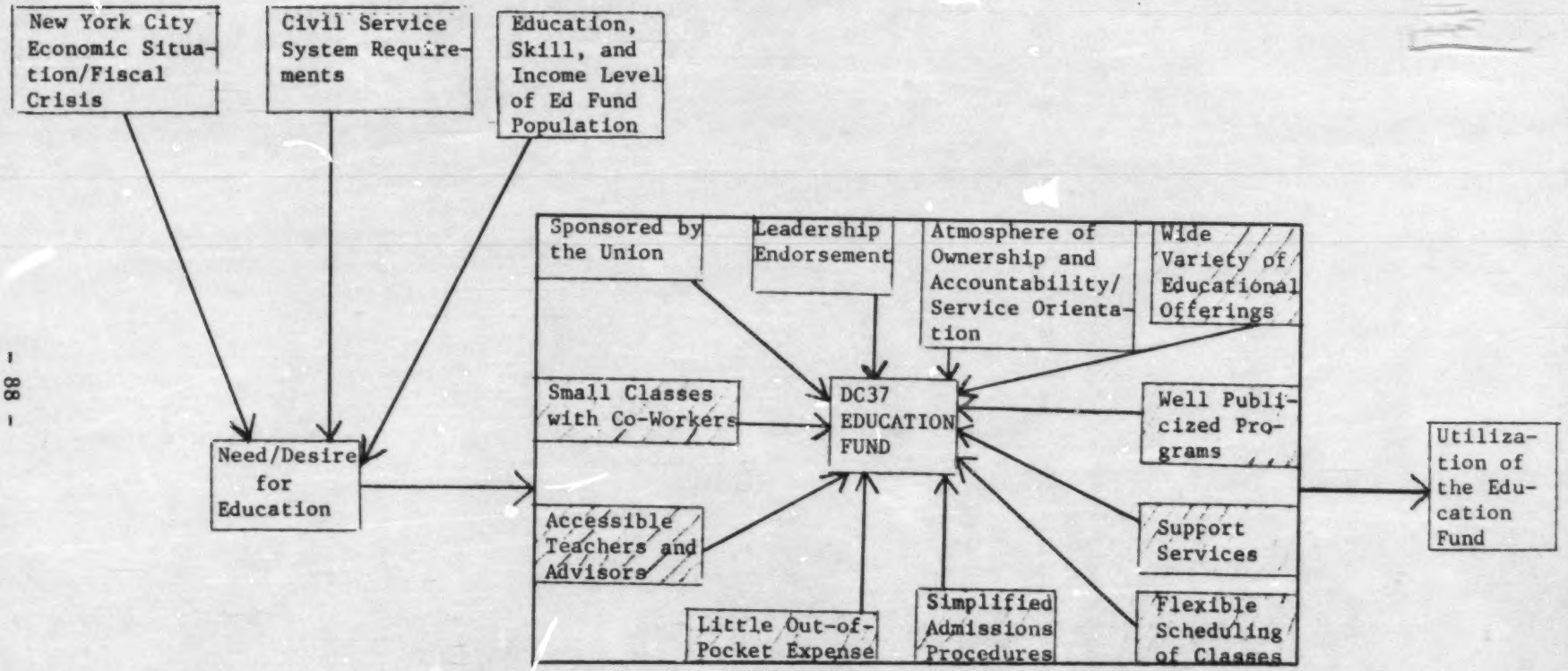
The major purpose of this study is to determine what elements make the Education Fund work and then examine whether these ingredients can be applied to other settings. In the case of the Education Fund, the elements of success consist of both replicable program features and forces or factors which are specific to the particular environment at DC37.

Table 10 diagrams the interplay of factors which results in use of the Education Fund. While the 14 factors just discussed focus mainly on replicable program features or provisions, the diagram takes into account all elements of success, whether or not they are replicable. The diagram distinguishes between elements which could be applied in other environments and those which are an outgrowth of the specific setting.

It should be noted here that a discussion of "replicable" versus

TABLE 10

WHY PEOPLE USE THE EDUCATION FUND


New York City Economic Situation/Fiscal Crisis
Civil Service System Requirements
Education, Skill, and Income Level of Ed Fund Population
Need/Desire for Education
Sponsored by the Union
Leadership Endorsement
Atmosphere of Ownership and Accountability/ Service Orientation
Wide Variety of Educational Offerings
Small Classes with Co-Workers
DC37 EDUCATION FUND
Well Publicized Programs
Accessible Teachers and Advisors
Support Services
Utilization of the Education Fund
Little Out-of-Pocket Expense
Simplified Admissions Procedures
Flexible Scheduling of Classes
- Replicable Element of Success
- Element of Success Peculiar to DC37 Setting

"nonreplicable" elements of success has its flaws and limitations. The distinction is more accurately between elements which seem to be more easily translatable to another setting and those which seem more rooted in the particular environment. For example, certain "nonreplicable" elements at DC37 may well exist or could be developed in other settings. The main point to be made is that they are part of the DC37 context, independent of the Education Fund. The "replicable" features, however, are those which have been developed in the course of setting up an effective worker education program; thus their potential applicability to other settings seems greater.

At DC37, the "nonreplicable" elements of Fund success include those which create a need or desire for education on the part of many municipal employees and those which are part of the atmosphere at the union.

New York civil service requirements are such that advancement and promotion are contingent mainly upon the passing of tests. Specific education and training is often needed to pass the tests. Many positions require high school diplomas and sometimes college degrees. Specialized skill training is also often needed to advance in particular careers.

A large proportion of the eligible Education Fund population lacks the education or skills necessary to meet these requirements. Because of their lack of education, many members are concentrated in entry-level or low-paying jobs, and because they are concentrated in these jobs, their need or desire for education becomes greater.

Added to this is the impact of the growing economic crisis in New York City. As the fiscal crisis worsens, jobs are becoming more scarce and lines of promotion are tightening. The ability to hold onto a job and

be able to compete for advancement becomes tougher, yet more essential. This, too, adds to the need for education.

Thus, these three elements--the civil service system requirements, the education/income level of the eligible Education Fund population, and the New York City economic crunch--combine to create a need or desire for education on the part of many workers.

Most all of these workers are members of District Council 37, which has a unique atmosphere of service to its membership. The union sees its function as meeting many of the workers' life needs, above and beyond traditional wage and job concerns. In that vein, the Council sponsors a broad range of programs and services which members are encouraged to use. As mentioned in this report, the top leadership strongly espouses this attitude. Workers, who have elected the leadership, feel a sense of ownership (as well as faith and trust) toward the union and its services, and they hold the union's programs accountable. It appears that the result of the union's philosophy is that workers not only feel entitled to use the services available to them, but often feel that it is in their best interest to do so. New programs are developed and existing programs are dropped in response to their level of use or popularity. Thus, the need and desire for education are assessed in an ongoing fashion by the union, and the process is viewed as continuous and interactive.

Added to the union's service orientation is a very personalized atmosphere of comradeship which exists at the Council. There is a warm, comfortable environment throughout the Council, with much joking and cordial interaction. Despite the large size of the union headquarters, many people throughout the building know each other. This type of atmosphere would

appear to be particularly important to people living in a large metropolitan environment such as New York City. John Morse (1974: 33-34) summed up the nature of the Council's atmosphere as follows:

> District Council 37...has...increasingly become a total service institution for its members...In addition to the traditional union affairs...this organization has become a social club, a school, a 'church,' and a community center...In a rather unusual sense, the District Council has become a 'home' away from home, one that provides many of the involvements that people living in an urbanized, bureaucratized metropolis feel that they have somehow lost.

The combination of services delivered in a warm, personalized atmosphere by an institution members inherently trust appears to encourage many students to pursue education at DC37 rather than at other schools. If an educational service is offered to them by the union, they may feel any or all of the following things: (1) the service is "theirs" and thus they are entitled to use it; (2) the union is offering/encouraging it, so it is probably in their best interest to use it; (3) it may even be "fun" to use it; and (4) if the service doesn't meet their needs, they have a right to call for services that do.

Once these adults get involved in the Education Fund, they find a program with a built-in set of features which makes their often frightening re-entry into the classroom less fearful and threatening. They find programs specifically tailored to them--working adults with a particular set of educational needs, preferences, and difficulties. The features of these programs are the "replicable" elements of Fund success outlined earlier in this section. They include: small classes with co-workers; accessible teachers and advisors; little out-of-pocket expense; simplified admissions procedures; flexible scheduling of classes; support services;

well-publicized programs; and a diverse range of educational offerings.

In summary, the combination of these features offered in the atmosphere of the Council to a population of workers with a need for education results in an education program which has succeeded in drawing many workers to its services.

A last point in discussing the elements of the Education Fund's success: How many of these elements would be needed in another setting in order to increase rates of program utilization? Indeed, would any of them work in another setting or is it necessary to have them all as they exist and interact at DC37? While this study distinguishes elements which would seem to have wide applicability, it appears that the only way to answer these questions is through experimentation in other environments. Perhaps this study and similar ones can act as guides or catalysts to such experimentation. If so, their most important purpose will have been served.

XII. CONCLUSION

A key question of this study was, "Does the District Council 37 Education Fund work?" The answer is that, yes, the Education Fund does work, though with certain problems and limitations. The Fund has attracted thousands of workers to its wide variety of educational programs and services. Through the Education Fund, many workers who had been out of school for years have received education and training at little or no cost. This study has attempted to illustrate how a large population of workers with strong training needs have been motivated to meet those needs within an institution they inherently trust and feel is "theirs."

Yet there are limits to the Education Fund's success. Certain groups of workers have been excluded from its coverage. Of those who are eligible for Fund benefits, many have chosen not to utilize it. Though the Fund has reached many workers, there are also many whom it has not served. It is not known whether this is due to the workers' lack of need for education or to something inherent in the Fund itself. This could be a valuable area for further exploration.

Further, has the Fund "succeeded" if it manages to train people for career advancement when opportunities are very limited? While this is only sometimes the case, it often seems hard to reconcile the primary goal of the Fund with the existing realities of New York's economic situation.

The Fund also faces decisions as the new Council benefits plan goes into effect in 1979. What impact will the addition of 20,000 newly eligible Fund members have? How will the new budgetary arrangement work? Will

programs need to be expanded or cut back? Should job-related education receive more or less emphasis? These decisions will probably have to be made in the face of increasing budgetary constraints and outside pressures for accountability.

Throughout its existence, the Education Fund has directed its services to a population of working adults who in many instances have been "turned off" to learning and have many fears associated with returning to school. Built into the structure of the Fund are a number of features and services which do an impressive job of easing the transition of these adults back into the classroom. A number of these features may well have relevance far beyond District Council 37. An examination of how they work may be of value for those interested in expanding the educational opportunities of workers in other settings.

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